



BEN LOMOND TOWN PLAN

Foreword

The Ben Lomond Town Plan was developed through a series of public participation workshops. A strong sense of community involvement and commitment to the town of Ben Lomond was evident at these workshops. All the workshops drew large numbers of enthusiastic residents with ideas and concerns for the future of Ben Lomond.

The two most favorite places in Ben Lomond (as indicated by Workshop participants) are both facilities for community activities: the River Park and Park Hall, a multi-use facility owned and operated by the Brooks Trust. This recognition of the value of community oriented facilities became a guiding theme for identifying and addressing significant and long-standing problems in Ben Lomond. Several related broad goals emerged early in the workshop process. These included: improving the pedestrian environment, pedestrian and traffic safety, improving and perhaps expanding the River Park and community access to it, preserving the rural character of Ben Lomond, and the possibility of improving the Park Hall facility.

The participatory process lead to proposals that achieve these goals in an integrated, complementary way. For example, participants endorsed a proposal to re-align Mill Street with Fillmore Avenue, recognizing that this physical change would achieve several goals simultaneously. This re-alignment would help solve long- standing pedestrian and traffic problems, provide the possibility of expanding and improving the River Park, and provide a potential site for a new Park Hall facility in the River Park.

This type of community involvement and decision making is the foundation upon which the Ben Lomond Town Plan is built.

Table of Contents

Adopted:

Board of Supervisors
Resolution No.
Jan Beautz
Fred Keeley
Robley Levy
Sherry Mehl
Gary Patton

Approved:

Planning Commission
Resolution No.

Planning Staff Liaisons:

Steve Matarazzo
John Warren

Prepared by:

Jeff Oberdorfer &
Associates, Inc.
Architects/
Community Planners
303 Potrero Street
Suite 29-306
Santa Cruz, CA 95060

Design Team:

Jeff Oberdorfer
J.D. Allen-Young
Jonathan Lucas

Economic Consultant:

Zephyr Urban
Management Associates

Introduction	1-5
Intent	1
The Planning Process	1
Study Area	2
Issues	4-5
Summary of Goals & Objectives	5
Master Plan	6-27
Summary of Master Plan Objectives	6
Downtown Design Plan	7-8
Mill Street	8-10
Ben Lomond River Park	11
River Walk	12
Community Facilities	13-15
Highway 9	15-17
Highway 9 Intersections	17-19
Village Entries	19
Flood Plain	21
Community Commercial District	22
Sewage Disposal	22
Underground Utility District	23
Guidelines for Street Furnishings	23-25
Start-up Projects	25
Plan Implementation Financing Options	26
Cost Estimates	27
Appendix	29-48
Participation Process	29-36
East Mill Street Closure	37-38
Park Hall Relocation Recommendations	39-40
Economic Market Survey	41-44
Town Historic Analysis	45-48

INTRODUCTION

Intent

The Ben Lomond Town Plan has been prepared to establish design and development guidelines for the Town of Ben Lomond, and will be used to guide and coordinate future public and private improvements within the Ben Lomond Town Plan study boundaries. (see map on page 3.)

This plan has been prepared in accordance with the 1980 Santa Cruz County General Plan which calls for the creation of Village Design Plans for the community centers in the unincorporated portions of Santa Cruz County. General Plan Policy 8.4.101 states:

"Prepare and adopt Village Design Plans, with input from Citizen's task forces, for the village areas in Soquel, Live Oak, Boulder Creek, Ben Lomond, Felton, Davenport, Freedom and La Selva Beach. Include in the Village Design Plans a community design framework, priorities for capital improvements, traffic and parking plans, sign plans and specific provisions for commercial and residential uses and siting. Consider Village Design Plans as Specific Plans and as Amendments to the County General Plan where the plans conflict with any portion of the County General Plan."

This Plan is therefore intended to provide a more detailed examination of the social, physical, and commercial activity in Ben Lomond than could be included in the County General Plan. The goal of the village plans is to preserve and build on the unique attributes of each of the village areas as stated in General Plan Objectives 8.4.1 and 8.4.2:

"To preserve the unique characteristics of the village areas as community focal points for living, working, shopping and visiting."

"To provide a planning framework to guide future public and private improvements in the village areas and to promote economic viability and coherent community design."

The Ben Lomond Town Plan identifies the community values and goals for complementary public and private improvements and services, provides recommendations for specific projects and actions to achieve these aims, and is thereby intended to help stimulate coordinated public and private revitalization of the Ben Lomond Village area.

The Plan also establishes Development Standards to be applied to new development through the design and review of new projects as specified in General Plan Policy 8.4.3:

"Review all new development in Village Areas, as defined in adopted Village Design Plans, through the Planned Development Permit process and require compliance with all requirements of an adopted Village Design Plan for a Village Area. Encourage all landowners and businesses in the Village Areas to follow the guidelines adopted in the Village Design Plans."

The Planning Process

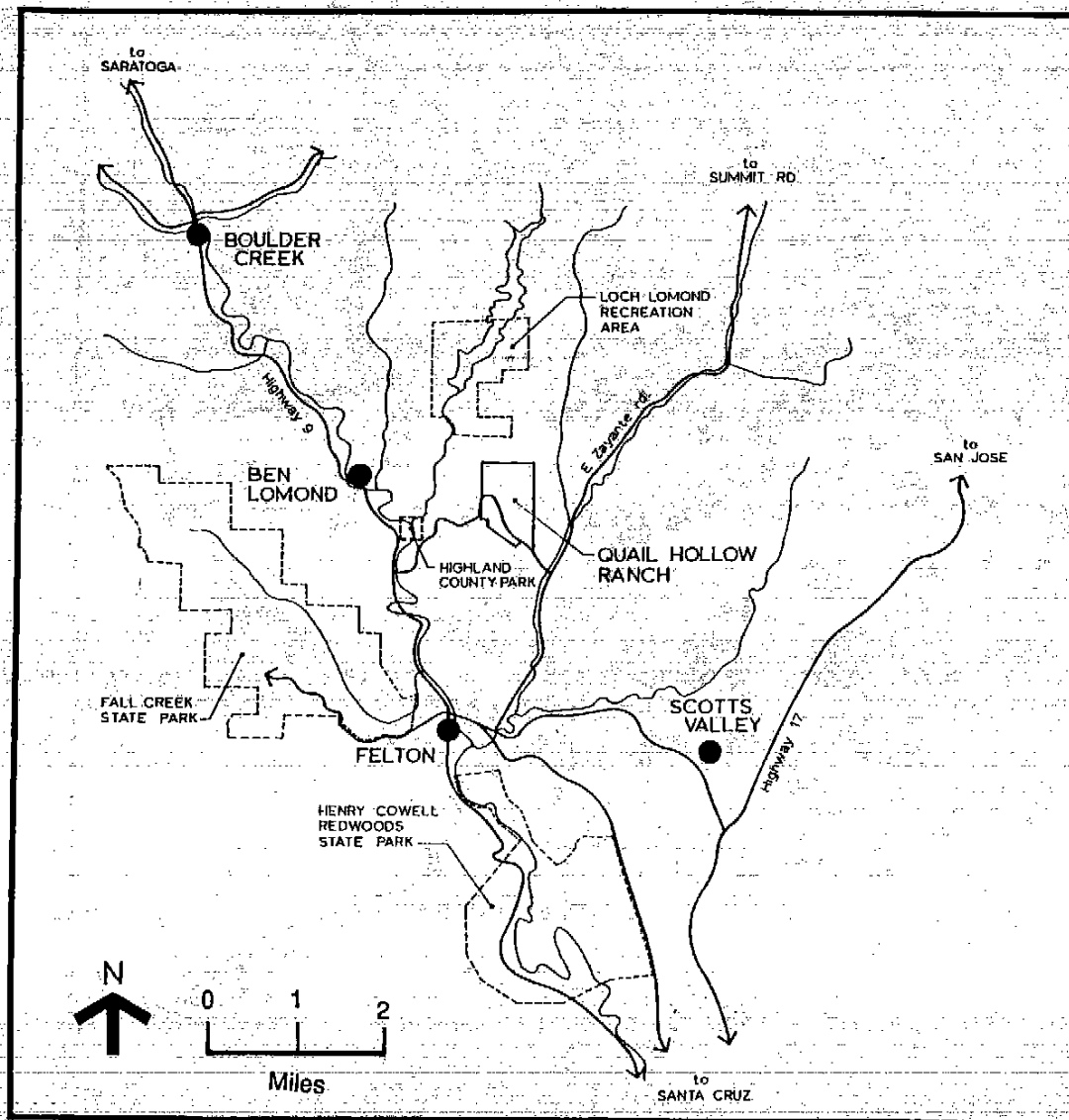
The Ben Lomond Town Plan was developed in cooperation with local citizens who contributed their ideas and visions during a community participation process which involved over 200 local people in a series of five Town Plan Workshops.

An analysis of participants "favorite places" and "favorite experiences" in Ben Lomond was developed and became an integral part of the planning process. This analysis revealed what the workshop participants felt was special about their town and how they used the "downtown" area.

A highlight of the participatory decision-making process was a consensus planning session, where groups of 5 to 9 persons worked together to develop individual consensus plans for the Study Area. Each group then presented and compared "their" group's plan with the consensus plans of the other working groups. (A complete description of the Participation Process and the "favorite places / favorite experiences" surveys begins on page 29.)

As part of the planning process, an economic survey was mailed to business and property owners in the study area along with 300 randomly selected Ben Lomond area residents. These surveys were intended to identify reasons why people did (or did not) shop in the Village area and to determine what improvements would attract shoppers to the Town of Ben Lomond. (A complete description of, and results from, the Economic Market Analysis begins on page 41).

Summaries of each of the workshops were mailed to all participants (along with notification of the upcoming workshop) and reported in the local press. In this way, each workshop built upon decisions made during the prior workshop.



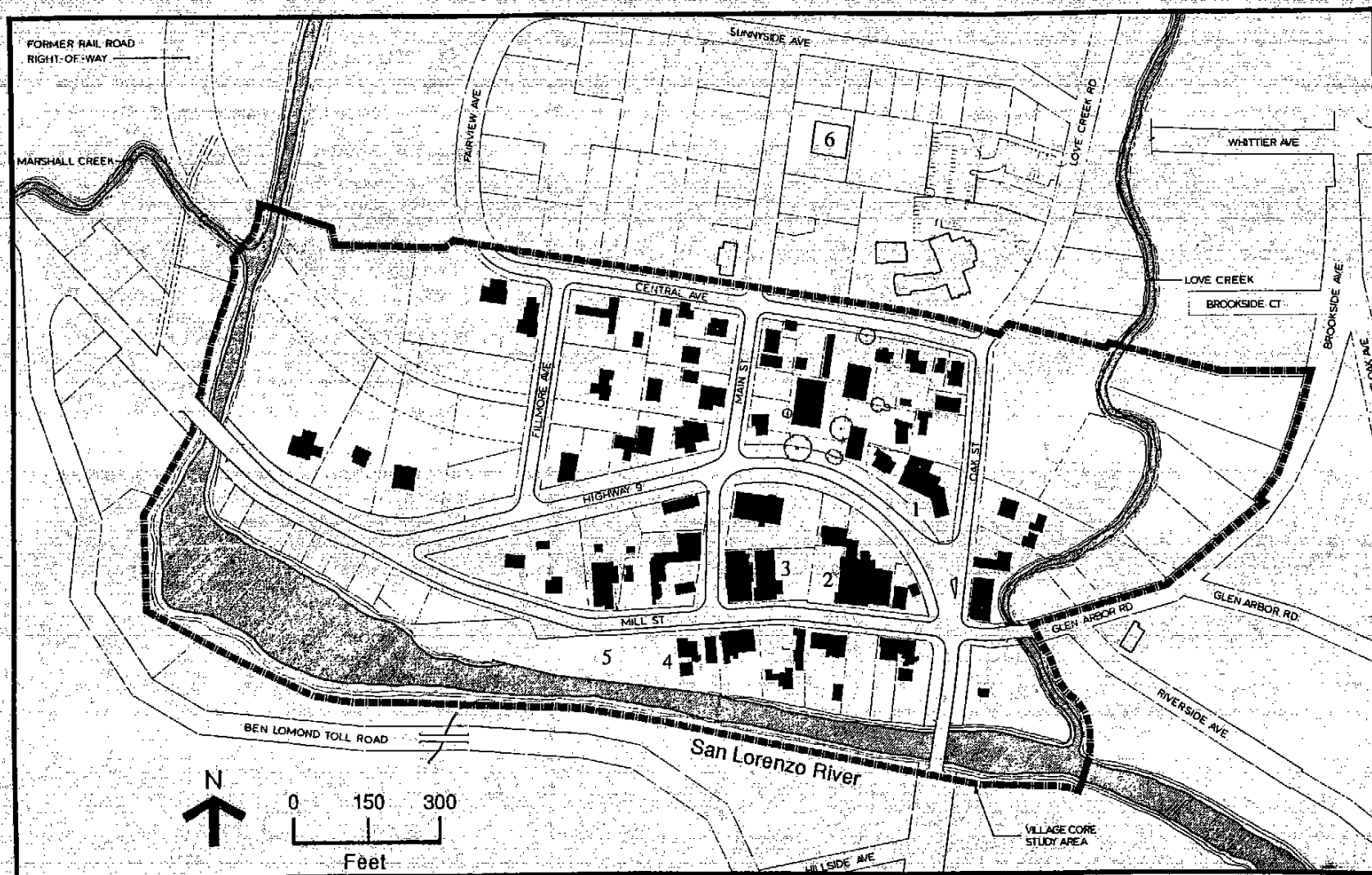
Vicinity Map

Study Area

Ben Lomond is an unincorporated village located approximately 80 miles south of San Francisco, 20 miles south of the San Jose metropolitan area, and 10 miles north of the City of Santa Cruz.

The Town of Ben Lomond is located in the heart of the San Lorenzo Valley, an area of steep, redwood covered hills formed by the San Lorenzo River. The river flows through Ben Lomond south of the Village Core and continues south to the city of Santa Cruz where it enters the Monterey Bay.

State Highway 9 runs through the center of the village and connects Los Gatos, to the north, with Santa Cruz, to the south and serves as an alternate commute route to the "Silicon Valley" (the San Jose/Santa Clara Valley area). Highway 9 also provides access to two State Parks, Big Basin, north of Ben Lomond, and Henry Cowell State Park to the south.



Study Area

Key:

- | | | | | | |
|-------------------------------|-------------------------------|--------------|------------|-----------------------------|----------------|
| 1. Ben Lomond
Fire Station | 2. Ben Lomond
Super Market | 3. Park Hall | 4. Library | 5. Ben Lomond
River Park | 6. Post Office |
|-------------------------------|-------------------------------|--------------|------------|-----------------------------|----------------|

Issues

As the first step in the community design process, the values, goals, and issues of importance to the residents and business owners of Ben Lomond were identified. This is the foundation that the workshop process built on in the development of the Ben Lomond Town Plan.

During the first community workshop held for the Ben Lomond Town Plan, many issues were raised by participants. These issues ranged from very pragmatic concerns about safety on the village streets, to less definable issues such as village character and what Ben Lomond will be like in the future. (For a full analysis of the workshop process see page 29).

One of the main goals of the residents and business people in Ben Lomond was to retain the

unique character of the Village. Participants liked the small town atmosphere of the village while at the same time recognizing that there are significant issues of public safety, traffic circulation, parking and land use to be addressed.

Participants' comments at the first workshop clearly indicate that the Ben Lomond River Park is considered a special part of the village. This was confirmed when participants completed surveys of their "favorite places" and "favorite experiences" in Ben Lomond. The River Park received the highest ranking in both categories. However, participants expressed concern about not being able to use the park (due to traffic and hours of operation), as well as the visual image the park presented to the community (i.e. the "ugly" chain link fence).

With the close physical relationship of Park Hall, Wilder Hall, the Library and the River

Park, downtown Ben Lomond is the focus for many community activities. Some participants felt that these facilities needed to be upgraded, expanded or combined, while still remaining accessible and affordable. Many participants also felt that the Mill Street area should become more pedestrian-oriented with the addition of landscaping, street furniture and wider sidewalks.

A major problem facing Ben Lomond is safety for both pedestrians and motorists. The location of State Highway 9 through the center of town effectively cuts off the downtown Mill Street area from the residential areas. Pedestrians trying to get across Highway 9 to the River Park or any of the other public facilities along Mill Street are in a precarious situation due to traffic speed, limited sight distances and a lack of sidewalks and pedestrian amenities. Motorist safety is also poor due to heavy traffic on



View down Mill Street looking west toward the River Park.



The existing entry to the Ben Lomond River Park with chain link fence identified by Workshop Participants as an "eye-sore".

Highway 9, poor sight distances at hills and curves, random parking along the Highway and sudden turning movements on and off the roadway.

Participants worked together during the workshop process to arrive at solutions for these problems. Many of the problems identified will require the cooperative efforts of both the private and public sectors. These initiatives are presented in the Master Plan described and illustrated on the following pages.

Summary of Goals and Objectives

- Retain unique character of the Village.
- Improve River Park appearance and accessibility.
- Create safer pedestrian circulation and provide pedestrian amenities.
- Improve vehicular safety and limit speeding.
- Improve community facilities.



The intersection of Oak Street, Highway 9, Mill Street, and Glen Arbor Road.

MASTER PLAN

The Ben Lomond Town planning process has resulted in a comprehensive master plan intended to guide future public and private improvements in Ben Lomond. The Downtown Design Plan drawing, on the facing page, illustrates many of the proposed improvements to the downtown area. Alternative proposals have also been developed for the areas shown in grey and are discussed in the Master Plan Text.

The Ben Lomond Master Plan contains recommendations regarding the following goals and objectives.

Summary of Master Plan Objectives

1. Mill Street

- a. To create an attractive pedestrian environments.
- b. To develop stronger functional relationships between Mill Street, Ben Lomond River Park, and the San Lorenzo River.
- c. To provide additional parking.
- d. To reduce vehicle speed.
- e. To coordinate the Mill Street design plan with the east and west intersections with Highway 9.

2. Ben Lomond River Park

- a. To improve the Park's appearance.
- b. To provide a framework for future expansion and/or redesign of the River Park.

3. Community Facilities

- a. To facilitate decision making on the renovation or relocation of Park Hall.
- b. To coordinate potential Library expansion with other Town Plan elements.
- c. To facilitate decision making regarding an expansion of the Ben Lomond Supermarket.

4. Highway 9

- a. To provide for improvements to the Highway 9 road section, including pedestrian safety and landscaping.
- b. To facilitate intersection improvements.

- c. To provide guidelines for the design and installation of Village entries.

5. Community Commercial District

- a. to concentrate commercial activities.

6. Underground Utility District

- a. To place utility lines underground.

7. Flood Way and Flood Plain

- a. To provide land use recommendations.

8. Streetscape

- a. To provide recommendations for: (1) street furnishings, (2) street trees, and (3) handicapped accessibility.

9. Start-up Projects

- a. To provide a list of start up projects which could be implemented quickly and have immediate positive impacts.

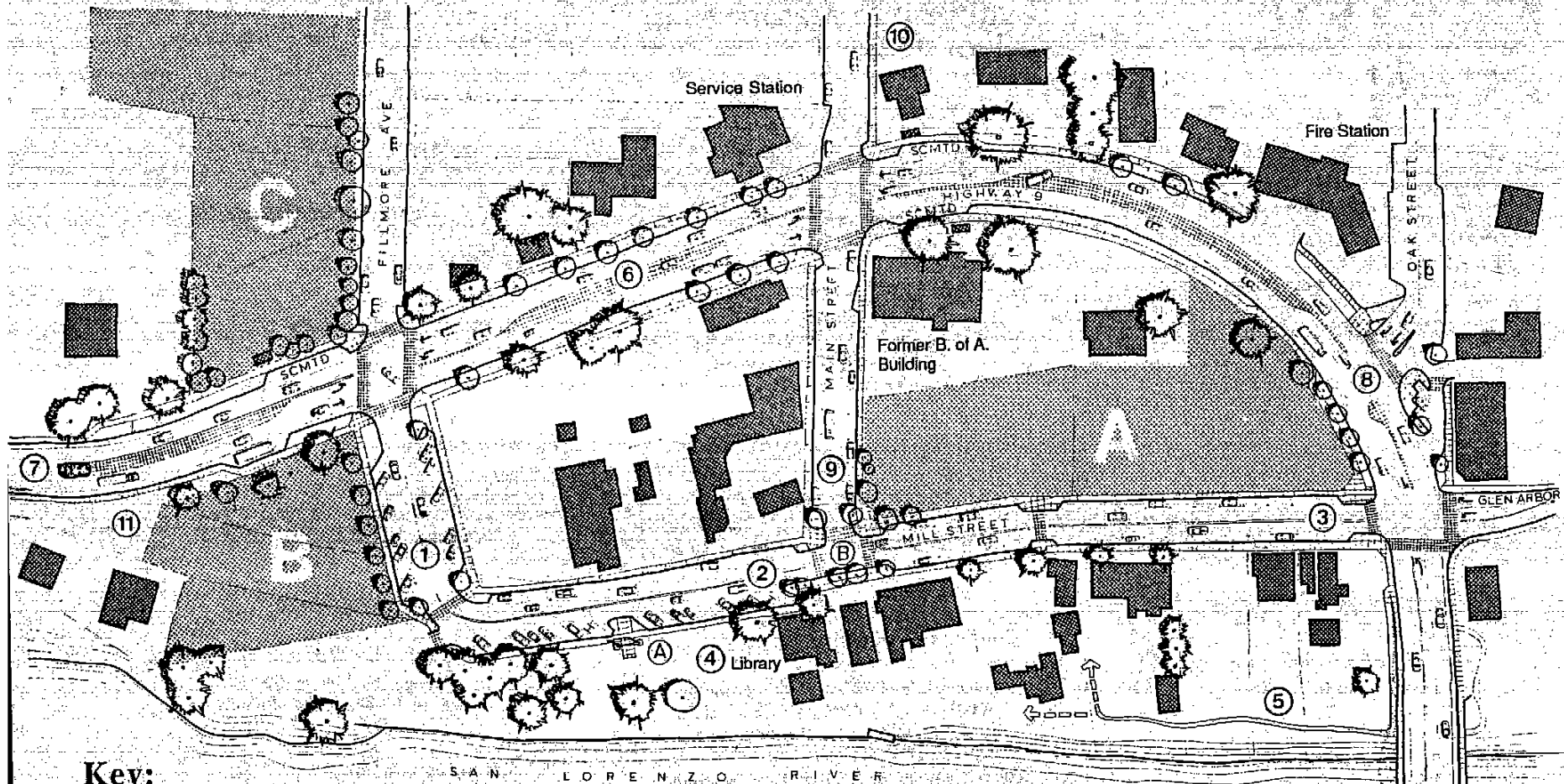
10. Financing options

- a. To provide a list of financing alternatives.

11. Cost estimates

- a. To provide preliminary construction cost estimates based upon the drawings in this plan.

Downtown Design Plan



Key:

to areas with multiple design options
indicated by grey tone

A. See the Eastern Mill Street and Community Facilities
sections (pages 8 and 13).

B. See the River Park Expansion section (page 11).

C. See the Community Facilities section (page 13).



0 70 140
Feet

Key to the Downtown Design Plan:

1. Western Mill Street:
New four-way intersection at Fillmore Ave.
(See page 17)
2. Mill Street Promenade:
Landscaped islands at Main Street (B)
pedestrian improvements, additional landscaping.
(See page 8)
3. Eastern Mill Street:
New street section, pedestrian crossings,
potential changes in traffic patterns.
(See page 9)
4. Ben Lomond River Park:
New Park entry (A), sidewalk, replace chain link fence.
(See page 11)
5. River Walk:
Pedestrian pathway and seating with access under bridge and eventual linkage to Park.
(See page 12)
6. Highway 9 Improvements:
New road section, pedestrian improvements, intersection improvements and additional landscape.
(See page 15)
7. Village Entry Islands:
Raised landscaped median islands with entry sign.
(See page 19)
8. Oak Street Intersection:
Intersection improvements, shift parking, pedestrian crossing, and landscaping.
(See page 16.)
9. Main Street:
Pedestrian and intersection improvements.
(See page 18)
10. Sidewalk to Post Office:
Sidewalk on the east side of Main Street from Highway 9, north to Post Office.
11. Western Mill Street:
Interim modifications to Mill Street to reduce vehicle speed and improve pedestrian safety.
(see page 10)

Mill Street

The general goals identified in the workshop process for Mill Street include: (a) creating a more attractive pedestrian environment that is welcoming to shoppers and local residents, (b) developing a stronger functional relationship between Mill Street, the River Park and the San Lorenzo River, (c) provide additional parking and (d) reduce vehicular speed.

Mill Street Realignment

The possibility of realigning the west end of Mill Street to connect with Fillmore Avenue at State Highway 9 (see the Design Plan on page 11) was studied and received favorable support in the workshops. This proposal is a long range goal due to the required negotiations with private property owners and should not inhibit the implementation of other proposals for Mill Street.

This proposed realignment of Mill Street would help to accomplish the following: (a) The street would appear less linear and would provide improved pedestrian amenities, (b) the River Park would be expanded and visibility between the park and the street would be improved, (c) the plan would provide additional parking and (d) a safer intersection with Highway 9.

Parking

In order to increase on-street parking and slow traffic, a one-way street system which incorporated angled parking was investigated. Since this approach gained only seven additional parking spaces and created additional circulation problems it was abandoned.

In general, parking on Mill Street should remain as parallel parking except in front of the

River Park where angled parking is feasible.

Wherever possible, adjacent parcels should take advantage of the incentives offered by the County Zoning Ordinance for shared parking facilities. This will improve the efficiency of on-site vehicle circulation and limit the number of access points onto adjacent streets, which decreases congestion, improves pedestrian circulation and allows more on-street parking.

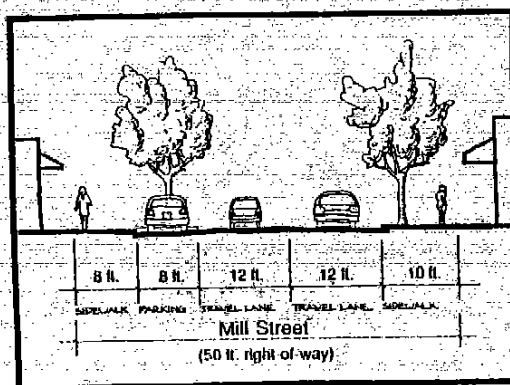
Mill Street Promenade

The concept of a Mill Street Promenade was developed to make the Mill Street area more attractive for walking and shopping. Improved landscaping and pedestrian amenities are major goals for the Promenade.

A pedestrian and landscape focus can be provided at the intersection of Main Street and Mill Street by expanding existing sidewalks and adding landscaped areas and public seating. By adding these landscaped areas and widening sidewalks, the roadway is "choked down" and appears narrower, without actually reducing the width of the travel lane.

Choking the street down at this location provides improved pedestrian circulation, handicapped accessibility and it will also slow speeding traffic. See item (c), West Mill Street section, page 10.

The streetscape on Mill Street east of Main Street is dependent upon the planned expansion of "Ben Lomond Super" and the possible relocation of Park Hall. Development options for Ben Lomond Super could include a streetscape that would eliminate on-street parking from the north side of Mill Street and encourage wider sidewalks and increased landscaping. These changes would help create the "promenade" envisioned during the community workshops (see the concept sketch on page 9).



Proposed road section for the east end of Mill Street. Removing parking from the north (right) side is dependent upon adjacent properties providing adequate on-site parking.

Promenade Design Recommendations

- a) **Pavers:** The use of a textured paving material at crosswalks on Mill Street is recommended. This paving provides a change in color and texture that contrasts with the asphalt roadway and alerts motorists that they are in a pedestrian-oriented area. Pavers also add variety and human scale to the pedestrian environment.

Crosswalk paving should conform to the recommendations contained in the General Design Guideline Section on page 24.

- b) **Promenade Lighting:** Street lighting for the Mill Street promenade should conform to the recommendations contained in the General Design Guideline Section on page 24. In addition, lights in this area should be mounted on light colored wood poles, and have colors and textures coordinated with the

promenade street furniture and the proposed new entry at the River Park (see page 11).

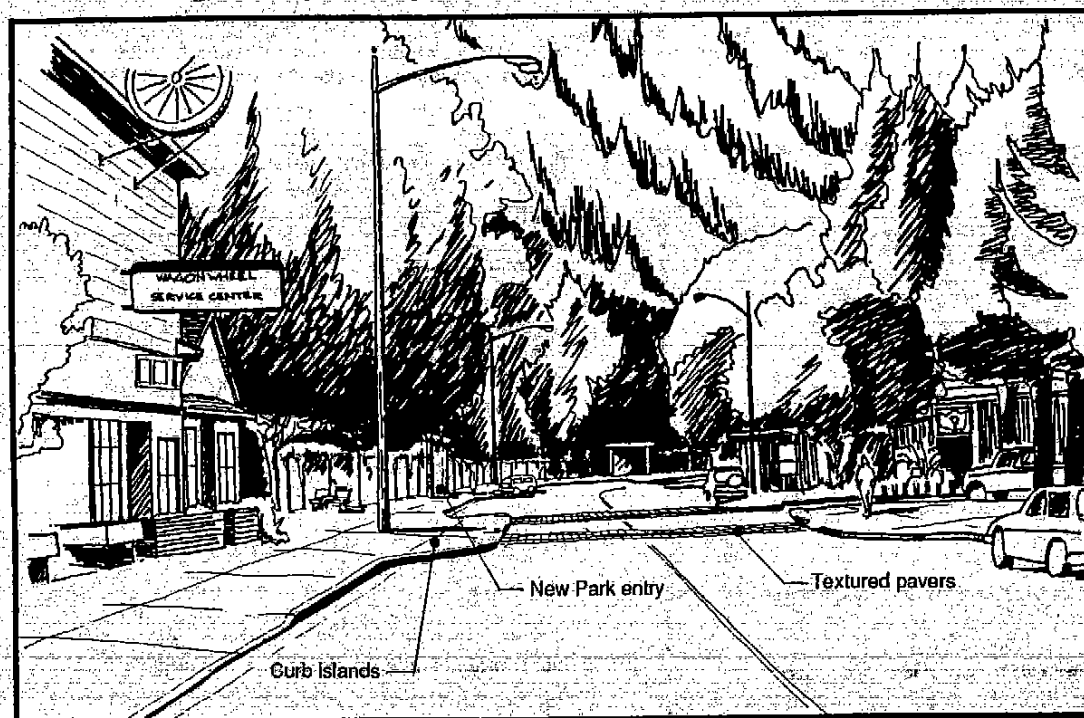
- c) **Raised crosswalk:** A Raised crosswalk (or "sleeping policeman") is proposed as a part of the intersection improvements at Mill Street and Main Street. This raised crosswalk would consist of 4 inch high paving blocks with gentle transition ramps along each side (see diagram on page 10).

The "sleeping policeman" would help to limit the number of motorists who currently ignore the stop sign at Main Street by requiring a slower speed to negotiate the raised crossing, and also provide improved

handicapped access across Mill Street to the River Park area.

- d) **Materials:** New building construction and remodeling along Mill Street should utilize natural materials, with light paint or stain finishes. Bright color should only be used as an accent for entries, trim and signage.

- e) **Handicapped Access:** All elements of the Mill Street Promenade should meet State Title 24 Handicapped Accessibility requirements and should follow the recommendations contained in the General Design Guidelines on page 24.



Illustrative sketch looking west on Mill Street toward the River Park showing pedestrian and intersection improvements.

West Mill Street

Traffic control devices are proposed for the western section of Mill Street to reduce the incidence of speeding autos using Mill Street to pass traffic on Highway 9 (see plan). These improvements could be installed fairly quickly and act as interim measures until the proposed realignment of Mill Street to Fillmore is implemented.

- a) **Highway 9 Intersection:** Modifications to the existing street geometry at the intersection of Highway 9 and the west end of Mill Street are proposed. These include; (1) Realignment or road geometry modifications to reduce speeding and provide improved safety for pedestrians, (2) installing a narrow median on Mill Street to prevent autos "cutting" across the opposite traffic lane, and (3) the installation of a landscaped median traffic island on Highway 9 north of the intersection to alert drivers to a change in traffic conditions and act as a Village entry (see page 18).
- b) **Undulation:** An undulation in the road surface is proposed for Mill Street approximately halfway between Main Street and the Highway 9 intersection. This undulation would consist of a arched, raised area, 3 inches high and 12 feet long constructed across the roadway between two landscaped curb islands (see diagram,). This installation will also limit the long straight view down Mill Street that currently contributes to the speeding problem.

(CONTINUED ON NEXT PAGE)

*Information on geometric features is contained in "Residential Street Design and Traffic Control" from the Institute of Transportation Engineers.

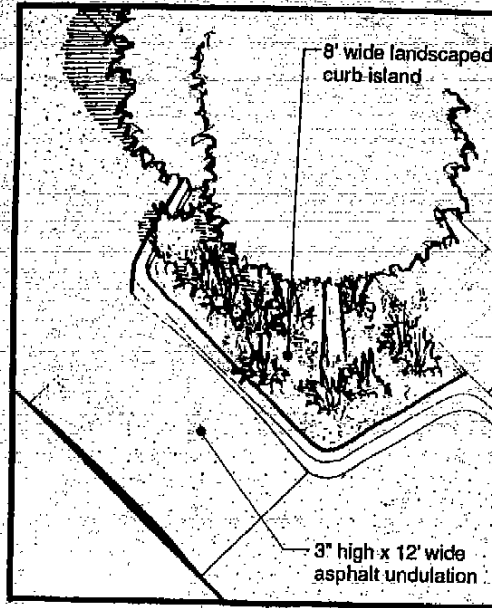


Diagram of "undulation"*

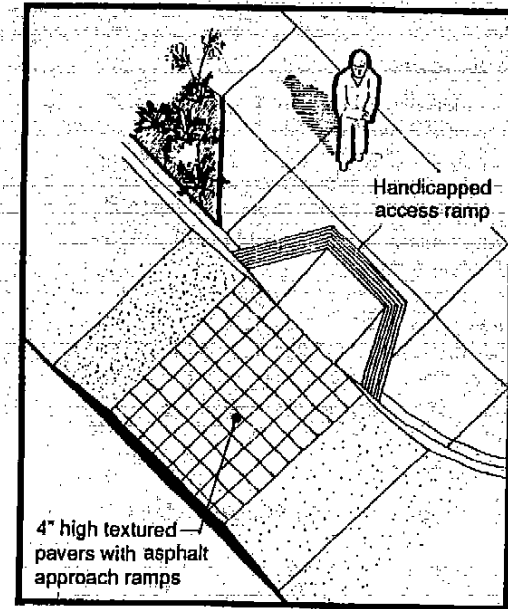
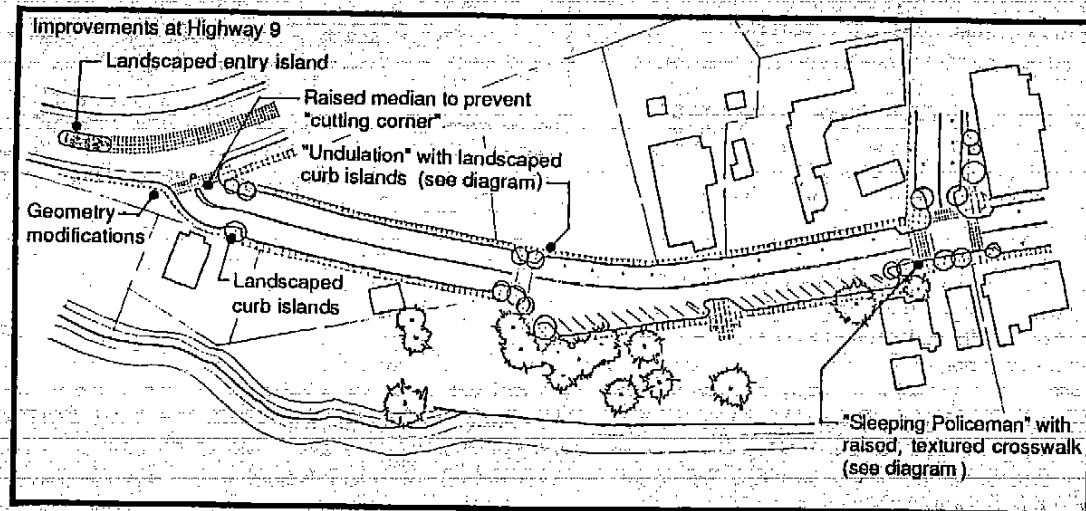


Diagram of "sleeping policeman"*



Sketch plan showing the proposed interim improvements on western Mill Street to slow vehicle traffic and improve pedestrian safety.

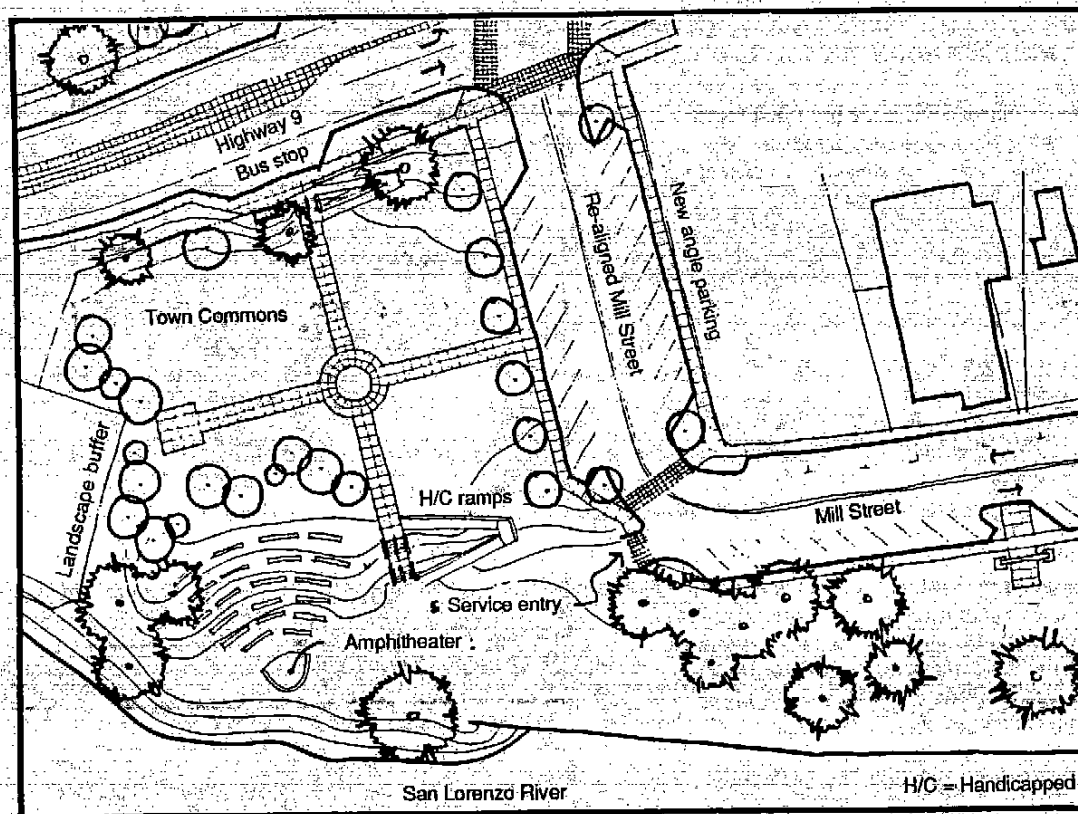
The Ben Lomond River Park

Workshop participants were supported the expansion of the existing River Park in conjunction with a re-alignment of Mill Street. An expanded River Park was seen as a way to provide an improved link between the river and the downtown area, and as a visual focus for the Mill Street Promenade.

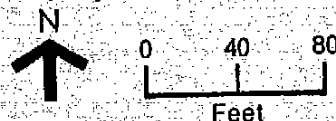
Workshops participants expressed concern about the existing visual appearance of the park and its ability to meet the needs of the Ben Lomond community (see the workshop section page 29). Many participants consider the existing chain link fences to be an eye-sore and in conflict with the image they have of their community.

River Park Recommendations

- Fencing:** The existing chain link fence should be replaced with a green vinyl coated chain link fence in areas where visual access is required for security reasons and with redwood fencing in all other areas and adjacent to existing residences.
- Entries:** Attractive Park entry areas should be developed which are constructed of light colored materials (for example, white or beige painted wood) compatible with the Mill Street promenade.
- Hours:** Increased pedestrian activity along the Mill Street promenade should lead to an increase in the hours that the River Park is open to the public.
- Community input:** Before an expansion or major renovation of the River Park takes place, input from the Ben Lomond community should be obtained through a participatory Park Planning process.



Concept sketch of the proposed expansion of the Ben Lomond River Park; showing the proposed re-aligned section of Mill Street with angle parking, new Bus Stop on Highway 9, new Town Commons, Amphitheater and Park entries.



← PAGE 10 CONTINUED...

c) **Raised crosswalk:** A Raised crosswalk (or "sleeping policeman") is proposed as a part of the intersection improvements at Mill Street and Main Street. This raised crosswalk would consist of 4 inch high paving blocks with gentle transition ramps along each side (see diagram).

The "sleeping policeman" would help to limit the number of motorists who currently ignore the stop sign at Main Street by requiring a slower speed to negotiate the raised crossing, and also provide improved handicapped access across Mill Street to the River Park area.

River Walk

The concept of a river walk connecting the residential area northeast of Highway 9 to the Ben Lomond River Park received substantial support during the workshop process. Such a walk is viewed as a way to encourage greater use and appreciation of the San Lorenzo River and as a link to the River Park. (The River Park was listed as a "favorite place" in the workshop surveys.)

The river walk was also investigated as an alternative pedestrian crossing for Highway 9 by passing underneath the San Lorenzo River bridge.

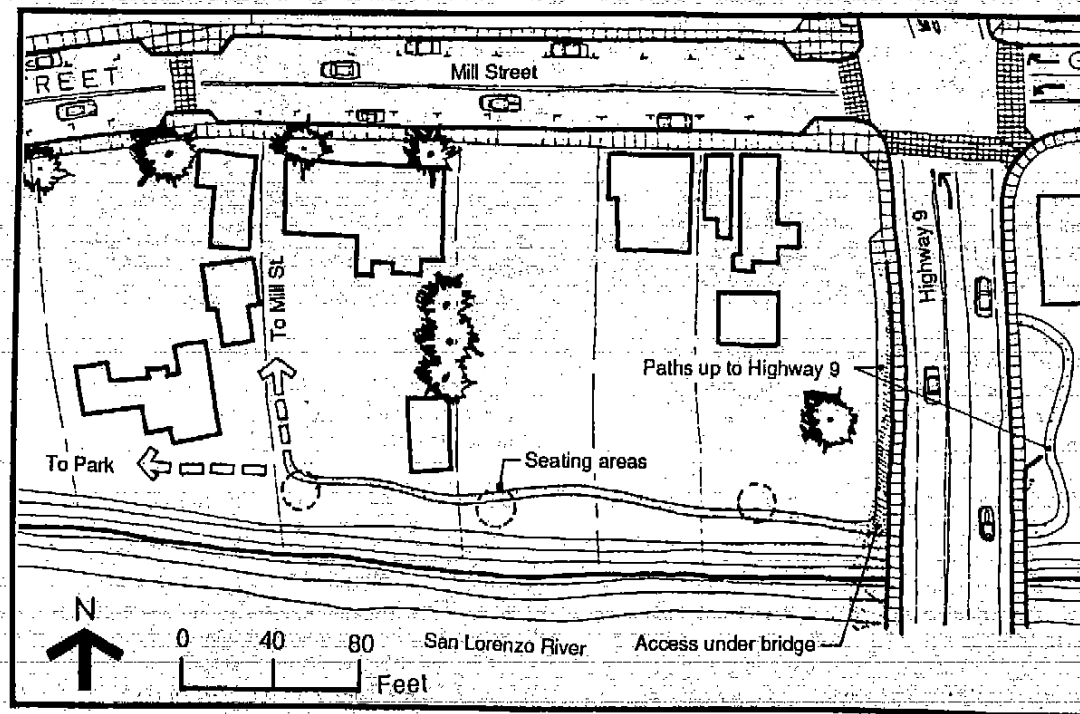
While there is ample vertical clearance below the bridge for the walkway, it would be difficult to meet handicapped accessibility standards for the paths up to road level. In addition, the walkway under the bridge may occasionally be unusable due to fluctuations in the river level. Therefore, the pedestrian underpass should not be regarded as an alternative to improved pedestrian safety at the Mill Street and Highway 9 intersection.

The river walk would require obtaining easements from property owners whose parcels abut the north side of the river between the park and the Highway 9 bridge to the east. In addition, approval from Cal Trans would be required for the portion of the walk adjacent to, and

underneath the Highway 9 bridge, within the State right-of-way.

River Walk Recommendations

- Grading:** The river walk should conform to the natural contours of the river bank wherever possible and should be accomplished with a minimum amount of grading.
- Paving:** Paving should be used which reflects the natural feeling of river and accommodates wheelchair access. Paving and other improvements should be designed to accommodate periodic flooding by the river.
- Landscaping:** Landscaping should be limited to drought tolerant types native to the area and should require minimum maintenance. Seating areas should be located in areas that have views of the river and provide areas of both sun and shade.
- Lighting:** Low level night lighting should be provided for security on the walkway. This lighting should be designed to not impact the adjacent residential properties.
- Handicapped access:** Handicapped access should be provided to the river walk and seating areas wherever feasible.
- The County** should consider applying for a State of California Urban Streams Grant to assess the feasibility of the River Walk: (1) pathway location, (2) hydrology, and (3) habitat and landscaping, (perhaps in conjunction with a River Park Master Plan). Specific community workshops (modeled on the Soquel Creek Urban Streams Study) should be conducted.



Concept sketch of the proposed River Walk, showing the passage under the Highway 9 bridge and the eventual linkage to the River Park.

Community Facilities

Park Hall

Park Hall is located on the north side of Mill Street, east of Main street. Park Hall is a community resource which traces its origins back to at least 1887 where a Ben Lomond Township map shows the hall as a stable or barn (see map on page 46). The major part of the current building was built in 1904-05 by Mr. Bill Elsom. In 1908, the hall was purchased by Mr. J.B. Hobson and was used for dances, parties and community gatherings, much as it is used today.

In 1911, the building was moved to the present location.

In 1923, the Park Hall Trustees were formed and the building was conveyed to the Trustees from the California-Rio Grande Land and Title Stock Company.

Since being moved to its current site, Park Hall has been a cultural focus for the Ben Lomond community. Currently it is the home of the Mountain Community Theatre and is also used for other groups and activities.



Existing Park Hall at Mill Street with Ben Lomond Super beyond.

Discussion of Park Hall's future became a focus of the Ben Lomond Town Plan because of a proposal, and offer, from the adjacent Ben Lomond Super Market to donate land and help rebuild a new Park Hall at another location, in order to expand Ben Lomond Super (see the Participation Section on page 35).

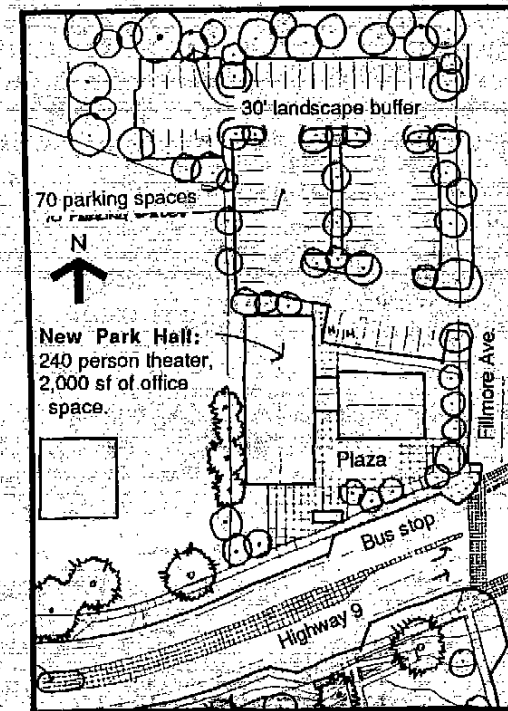
Park Hall in its present form does not meet current County requirements concerning on-site parking and septic disposal and is considered an "existing, non-conforming use". Its status as an existing non-conforming use means that Park Hall could not be rebuilt, or substantially remodeled on the existing site. However, Park Hall is under no obligation to relocate or remodel due to this non-conforming status.

Any future major decisions concerning Park Hall will be made pursuant to the protocols set forth in the Trust document in 1923. (A more complete description of Park Hall and the Park Hall Trustees is contained in the Park Hall Analysis section beginning on page 39).

Due to the community attachment to Park Hall, and the need to explore the physical, fiscal and legal aspects of a future Park Hall at another location, a Park Hall Task Force was established (see page 34). The Task Force met four times and reported back to the community during Workshops #4 and #5.

In addition to leaving Park Hall in its present location, two sites were investigated as possible locations for a new Park Hall facility. The first site, located at the north west corner of Fillmore Ave and State Highway 9 is owned by Ben Lomond Super and would be donated for a new Park Hall (see the plan on page 13). This site could accommodate a slightly larger Park Hall and an additional 2,000 square foot office facility. It would also provide a new covered bus shelter in front of a public plaza.

The northern section of this site is currently zoned RM (multi-family housing) and its use as parking for Park Hall would require a level 5



Concept sketch of the possible new Park Hall at Fillmore and Highway 9 (see discussion on this page).

zoning administrator public hearing and approval. A thirty foot wide landscaped strip is recommended to buffer the parking area from residences to the north (see sketch).

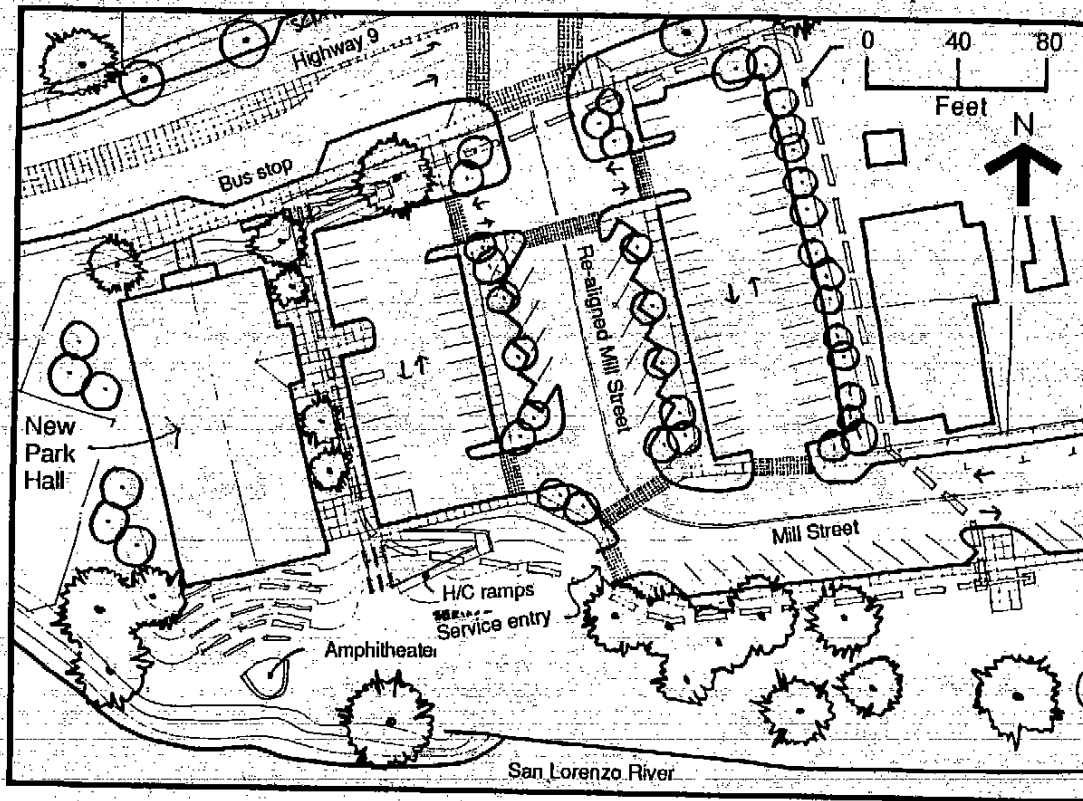
The second site evolved from the community workshop process and is located at the proposed River Park expansion site, south of Highway 9 and west of a re-aligned Mill Street (see map on page 14). This site could accommodate a slightly enlarged Park Hall and an additional 3,500 square foot office facility. An outdoor amphitheatre between the Park Hall building and the river would also be possible at this location.

At the conclusion of the fourth Park Hall Task Force meeting, the following consensus was reached:

- a) The Task Force was supportive a newly constructed Park Hall at either of the two alternative locations, contingent upon further physical analysis
- b) The Task Force felt that a new Park Hall would be a success at the Fillmore site (from a physical planning perspective), but did

give a slight preference to the River Park expansion site for the following reasons;

- (1) the closer relationship to the River Park, San Lorenzo River and the Mill Street Promenade,
- (2) having a focus of public activities on the south (or San Lorenzo River) side of Highway 9,
- (3) the feasibility of more office rental space, and
- (4) less neighborhood impacts.



Concept sketch of the expanded River Park as a possible site for a new Park Hall as discussed in the Workshops (see page 36).

However, since portions of the Mill Street site are privately owned, task force members felt that the Fillmore site may prove to be more practical.

Some workshop participants expressed a desire to relocate some additional community facilities (such as the Library and Wilder Hall) into the design of a new Park Hall. This possibility should be investigated during any new Park Hall design process.

A complete discussion of Park Hall, along with cost estimates, is included in the Analysis section beginning on page 39.

New Park Hall Design Guidelines

- a) **Materials:** The primary exterior finish material should be wood, with the exterior design making reference to the Scottish detailing on the original Park Hall.
- b) **Facilities:** Support facilities and equipment needed by Performing Arts users should be integrated into the building design.

Library Recommendations

- a) **Site:** Because the site of the existing Ben Lomond Library may be located in the floodway area and has very little potential for expansion, it is recommended that a relocation of the library be investigated.
- b) **Location:** If the library is relocated, the new site should be within the Community Commercial District, preferably on the Mill Street Promenade or in a location connected with the River Park. Consideration should also be given to incorporating the library within an expanded Park Hall facility.

Ben Lomond Supermarket Recommendations

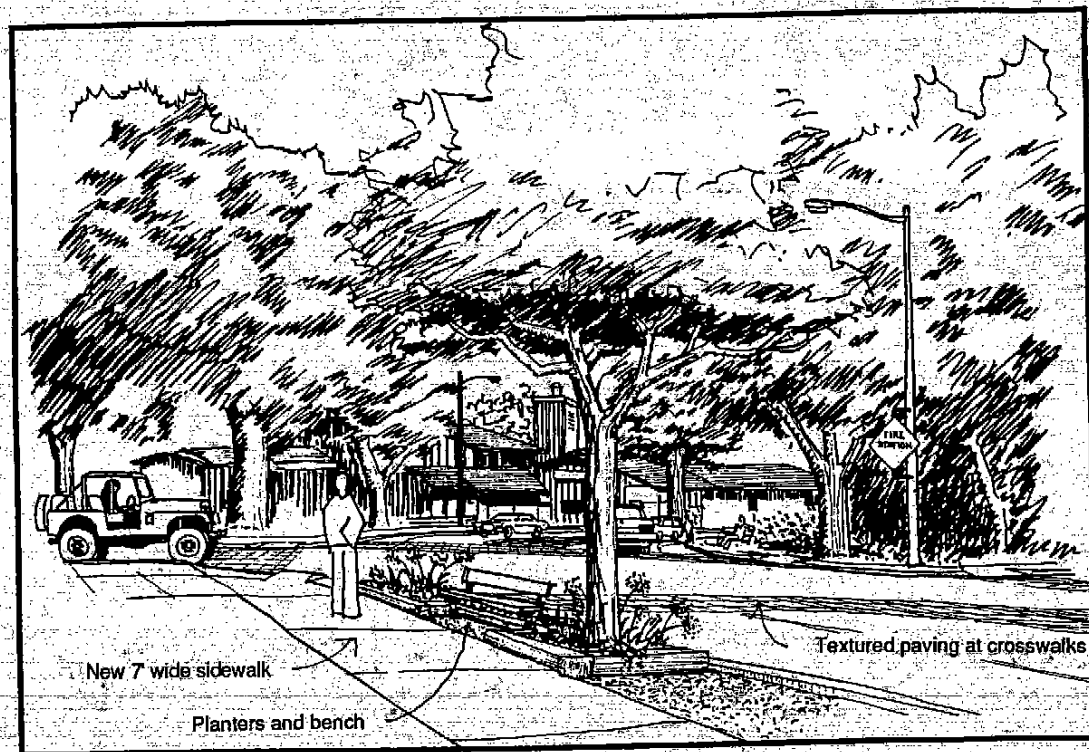
- a) **Services:** Due to community interest in additional convenience services expressed at the workshops and through market surveys (see page 42) it is suggested that, if feasible, the planned expansion of Ben Lomond Super include an ATM, drug store, bakery, etc..
- b) **Design:** A new Ben Lomond Super building should;
 - (1) have its facade and main entry related to the Mill Street Promenade,
 - (2) enhance the pedestrian character of the promenade, and
 - (3) relate in scale and massing to the existing buildings across Mill Street.

Highway 9

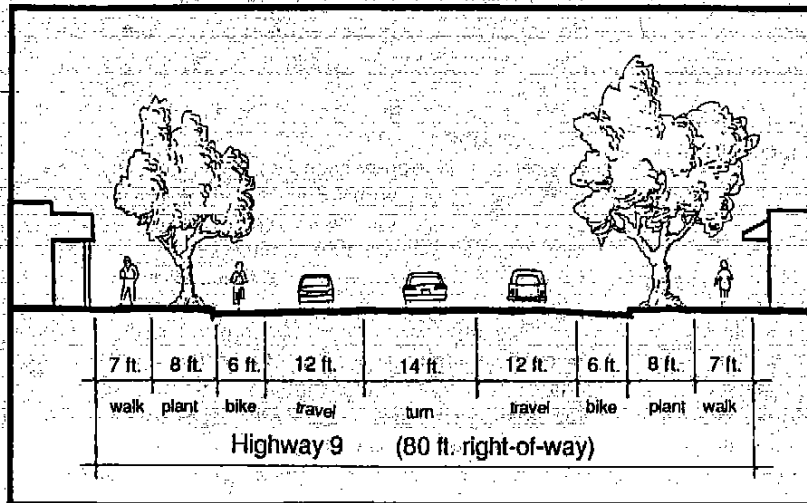
The improvement of the Highway 9 road area was a major objective of the Ben Lomond town planning process. Participants were concerned about safety for pedestrians and motorists in this heavily traveled area and with improving the streetscape amenities.

To coordinate the improved visual appearance of State Highway 9 and to improve pedestrian and vehical safety, a recommended road section has been developed (see illustration on

page 16). This new road section incorporates a middle turning lane constructed of concrete or brick pavers set flush with the road surface, left turn pockets at each intersection, and provides safe turning movements from the middle turning lane on to adjacent private parcels while maintaining the existing single travel lane in each direction. The addition of a middle turning lane constructed with materials of a different texture, scale and color than the asphalt lanes has been shown, in similar installations, to slow traffic and alert motorists to change their driving behavior by creating a "sense of place" and entry.



Illustrative sketch of Highway 9 at Main Street showing proposed street section, pedestrian improvements and landscaping.



Proposed Road Section for Highway 9

This recommended road section also incorporates sidewalks, increased tree planting, preservation of existing specimen Live Oak trees, Santa Cruz Metropolitan Transit District (SCMTD) bus pull-outs and improved road geometry at the intersection of Oak Street. These proposed improvements can be accommodated within the existing State right-of-way.

Highway 9 Design Recommendations

- Landscaping:** Workshop participants supported preserving the existing oak trees along Highway 9 and planting additional oaks to develop a more complete streetscape. Additional planting is illustrated on the Downtown Design Plan and supplements the existing oak trees located in front of Scarborough Lumber and the former Bank of America building. New sidewalks along

Highway 9 should jog around existing trees within the right-of-way.

- Curb Cuts:** Wherever possible, adjacent properties should share access points to Highway 9. Parcels having less than 75 feet of frontage on Highway 9 should be limited to one access point, and no parcel should have more than two access points. Agreements between adjacent property owners to allow for on-site circulation between adjacent parking areas should be encouraged.
- Existing Off-Street Parking:** Many parcels fronting on Highway 9 have insufficient space in front of existing buildings to provide the setbacks to parking areas currently required by County Ordinance. The objective of this setback requirement is to provide a landscaped buffer between private property and the public street.

Because the proposed Highway 9 road section provides a wide landscaped area within the right-of-way it is recommended that the current zoning ordinance setback requirement for parking areas from the front property line be modified for existing buildings along the Highway 9 frontage within the Community Commercial District (see the plan on page 22). In addition, the property owner may be required to provide (or provide a bond for) landscaping improvements within the Highway 9 right-of-way as a condition to development approval.

Existing trees within this setback area should not be removed, but may have parking areas constructed around them if a plan for the trees' protection is prepared as a part of a Development Permit Application.

- Public Transit:** The Santa Cruz Metropolitan Transit District (SCMTD) currently has two bus stops on each side of Highway 9 in Ben Lomond. Northbound and southbound stops are located west of Fillmore Ave. and east of Main Street. The Highway 9 road section proposed in this Plan incorporates SCMTD bus pull-outs and lighted shelters at each of these locations. In concert with proposed crosswalk improvements, these pull-outs will create improved pedestrian access to bus stop locations.
- Bicycle Circulation:** Bicycle lanes are provided in the proposed Highway 9 road section running the length of Highway 9 from the concrete bridge at the south entry of town to the next concrete bridge to the north.

f) **Street Lighting:** Two alternatives to the existing lights on Highway 9 are suggested;

(1) using standard "cobra" head fixtures mounted on metal poles, with the whole assembly painted in dark green and maintained by a Business Improvement District (an example of this type is on Highway 101 through the Presidio in San Francisco); or

(2) unpainted "cobra" fixtures mounted on light finished tapered wood poles.

g) **Crosswalk Pavers:** Textured paving used on Highway 9 should meet the requirements set forth in the General Design Guidelines Section on page 24.

In addition, pavers used within the Highway 9 right-of-way must meet with Caltrans approval.

h) **Handicapped Access:** All public improvements to the Highway 9 road section should meet State Title 24 Handicapped Accessibility requirements and should follow the recommendations contained in the General Design Guidelines on page 24.

Highway 9 Intersections

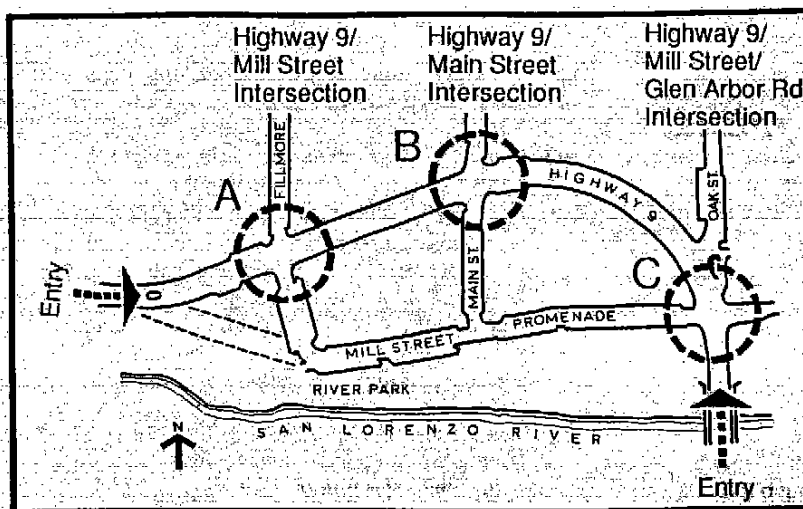
In order to address concerns related to public safety on Highway 9, each of the three intersections on Highway 9 in the Ben Lomond Village Center were analyzed (see diagram on this page).

Highway 9 / Mill Street

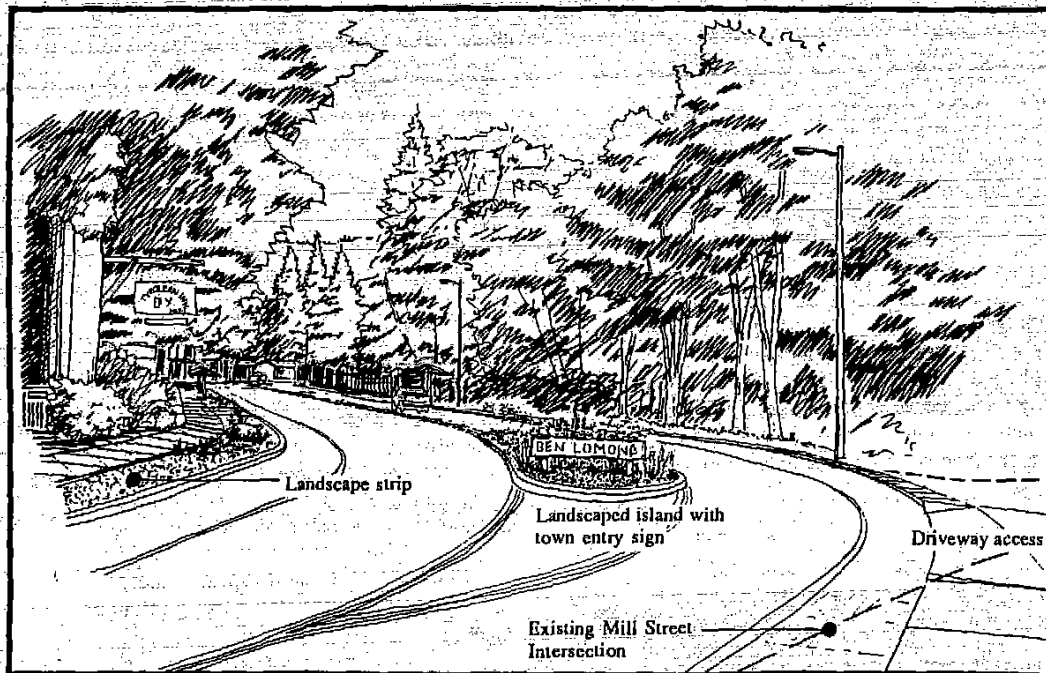
Intersection (A): Pedestrian and vehicular safety has been a problem at both intersection (A) and (C). The existing intersection of Highway 9 and Mill Street has sight distance problems, particularly exiting Mill Street on to Highway 9 in both directions, and is also an extremely dangerous pedestrian crossing.

The proposed Highway 9 road section (see page 19) combined with the proposed re-alignment of Mill Street to Fillmore Ave. (see page 12) creates improved intersection geometry and sight distance. In addition, this re-alignment provides the opportunity to develop an entry island on Highway 9 west of the Fillmore intersection. This entry island would be a raised, landscaped feature with a Ben Lomond town sign providing a sense of entry as well as alerting motorists that they are approaching the Ben Lomond Village Center (see the sketch on page 18).

This improvement could be implemented prior to the realignment of Mill Street, in conjunction with the interim traffic measures for the existing Highway 9 and west Mill Street intersection discussed on page 10.



Circulation Key Map



Illustrative sketch of proposed West Village Entry with the proposed Mill Street Realignment (intersection "A" on the Circulation Key Map). This is recommended as a Town Plan "start-up" project.

Highway 9 / Main Street

Intersection (B): The available sight distance, central location, proximity to SCMTD bus stops and the access up Main Street from Mill Street to the Post Office make the Main Street and Highway 9 intersection the most suitable location for pedestrian crosswalks. For these reasons, this intersection is also the best location for a Highway 9 traffic signal. Although a signal is not being recommended at this time, the Main Street location would provide the safest and most centrally located pedestrian crossing.

A signal at this location would also have some positive impact on the existing conflicts at the Mill Street / Glenn Arbor / Highway 9 intersection. While gaps in Southbound traffic would be created by a signal at Main Street, the high volume of unrestricted northbound traffic and limited sight distances would still make pedestrian and vehicular movements across Highway 9 problematic at the Mill Street / Glenn Arbor intersection.

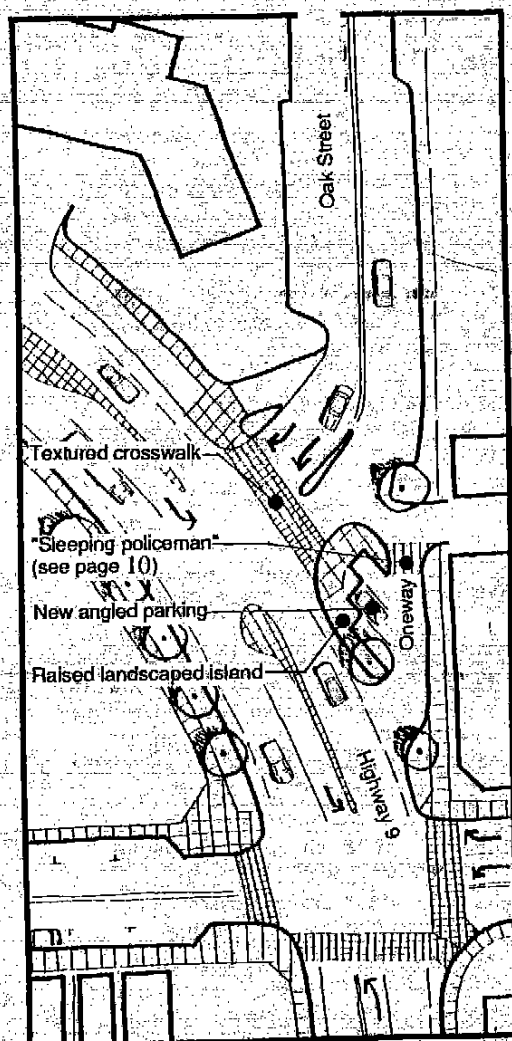
Highway 9 / Mill Street / Glenn Arbor

Intersection (C): This intersection is an offset, five-legged configuration which includes Highway 9 travel lanes, and the terminations of Mill Street, Glen Arbor Road and Oak Street (Love Creek).

The addition of the proposed middle turning lane on Highway 9 and geometry modifications at the intersection of Oak Street and Highway 9 (see sketch on page 19) improve both vehicular and pedestrian safety at this "leg" of the intersection.

Other key issues at this location include; vehicular speeding on Highway 9 and Glen Arbor, the ability of motorists to cross Highway 9 from Glen Arbor and Mill Street and the safety of pedestrians crossing Highway 9. Several alternatives were evaluated at this location:

- 1) **Signalization:** Providing a traffic signal at this location would accommodate traffic in each direction and provide improved pedestrian safety. However, signalization would create significant traffic "queueing" (back-up) on Highway 9, particularly during AM/PM peak travel times. Queueing in the southbound direction could block access to and from the Ben Lomond Fire Station located just north of the Oak Street intersection. In addition, traffic would probably begin to use residential streets such as the old Ben Lomond Toll Road to bypass the congested area, creating more traffic in residential areas. From a design point of view, a traffic signal would provide a poor visual entry to Ben Lomond. If signalization in Ben Lomond becomes a necessity, the Highway 9 and Main Street intersection location is preferred due to its central location and the relatively straight section of Highway 9 on either side of Main. For these



Sketch plan showing the proposed improvements to the Oak Street and Highway 9 intersection.

reasons, the following alternatives to signalization were explored.

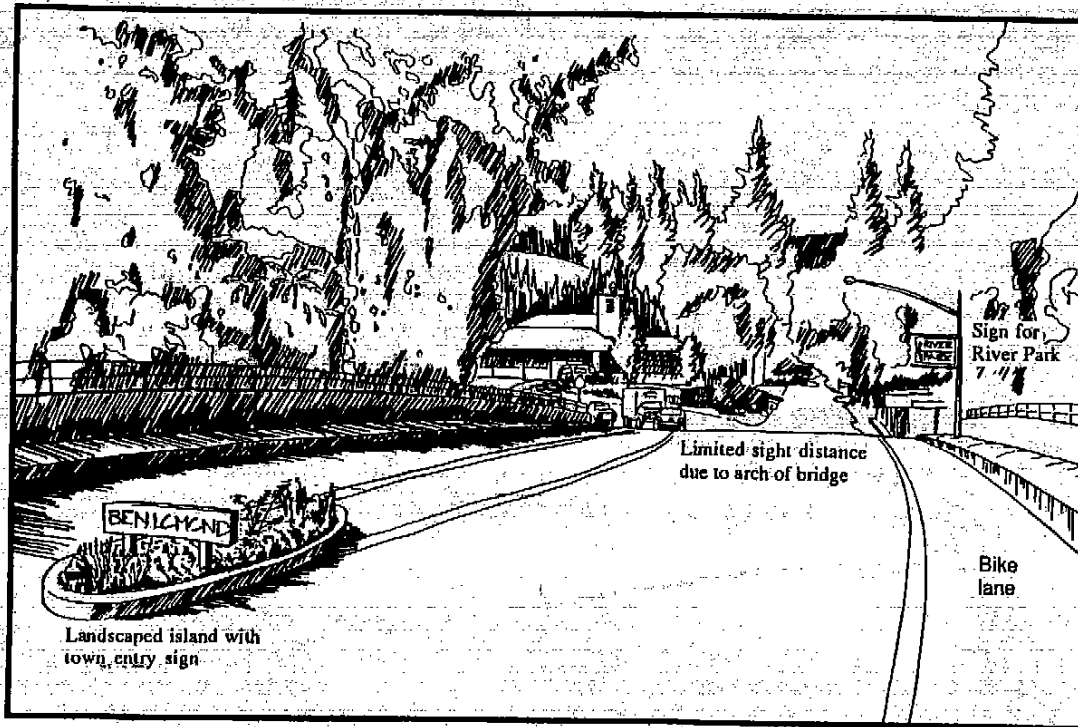
- 2) **Passive signage:** This alternative would provide the proposed road section for Highway 9 and maintain the intersection in its present configuration. Signs would be posted at the Glen Arbor Highway 9 intersection notifying pedestrians and motorists to utilize Main Street as the primary access to Mill Street. This alternative maintains existing roadway access and encourages pedestrian and vehicular substitute routes via signage and police enforcement. However, voluntary compliance to signage programs (particularly among local people who are familiar with the roadway system) is fairly low. Therefore this alternative would probably have limited success.
- 3) **Restrict turning movements:** This alternative would prohibit circulation from Glen Arbor to Mill Street across Highway 9 by providing either a cul-de-sac or a semi-diverter at Mill Street. A complete closure of Mill Street (cul-de-sac) would prohibit the Glen Arbor traffic from crossing Highway 9, encouraging the use of Main Street as the access to Mill Street and eliminate the northbound left turn lane from Highway 9 to Mill Street. A semi-diverter would restrict these same movements but would allow the right turn from Mill Street to southbound Highway 9. The benefits from either a cul-de-sac or semi-diverter at this location would include: (A) improved pedestrian and vehicular safety, (B) increased landscape and village entry opportunities at the end of Mill Street, (C) the opportunity to provide a landscaped entry island on Highway 9 (see sketch on page 37), and (D) eliminating the visual impacts and queuing resulting from signalization.

Because no consensus was reached concerning this option during the workshop process, it is not being recommended at this time. However, a complete discussion of this option along with illustrations showing alternatives is contained in the Analysis section of this plan beginning on page 37.

Village Entry Recommendations

Both of the following entry islands could be implemented fairly quickly and are recommended as start-up projects.

- a) **East entry:** As a means of defining an entry point at the east end of Ben Lomond, it is recommended that a landscaped roadway island with a town sign should be located just south of the San Lorenzo River bridge on Highway 9. See the illustrative sketch on page 20, and the Downtown Design Plan on page 7.
- b) **West entry:** In order to define an entry point at the west end of Ben Lomond, it is recommended that a landscaped roadway island with a town sign be located on Highway 9 west of the existing western Mill Street intersection. See the illustrative sketch on page 18, the plans on pages 7 and 10.



Illustrative sketch of East Village Entry Island located south of the Highway 9 bridge (recommended as a Town Plan "start-up" project).

Flood Plain Issues

The map on this page illustrates the floodway and flood plain (100 year flood boundary) as mapped by the Federal Emergency Management Administration (FEMA). The floodway is the area subject to concentrated, higher velocity flood waters in which new construction is not allowed. Existing structures may remain, but cannot be re-built or added on to. Appropriate uses in the floodway include: parking, park activities and some park support structures, such as restrooms. The floodway impacts several existing buildings and the rear or southern portions of privately owned parcels on Mill Street.

The flood plain area impacts most of the parcels on Mill Street. In the flood plain area residential structures can be constructed but must have their finished floors elevated above the flood plain level. Non-residential structures can be developed in the flood plain if the area within the flood plain is "flood proofed". This means designing the wall surface of the buildings to withstand the hydrological forces of a flood. This can be accomplished by strengthening and waterproofing wall surfaces and in some cases by providing knock-out panels which swing away during a major flood. These panels can be utilized in open-air markets and many industrial and commercial building types.

Floodway Recommendations

- No new construction:** No new buildings or additions should be allowed within the floodway except possible support structures in the River Park.
- Existing structures:** Existing detached buildings located entirely within the floodway should be removed, when feasible.

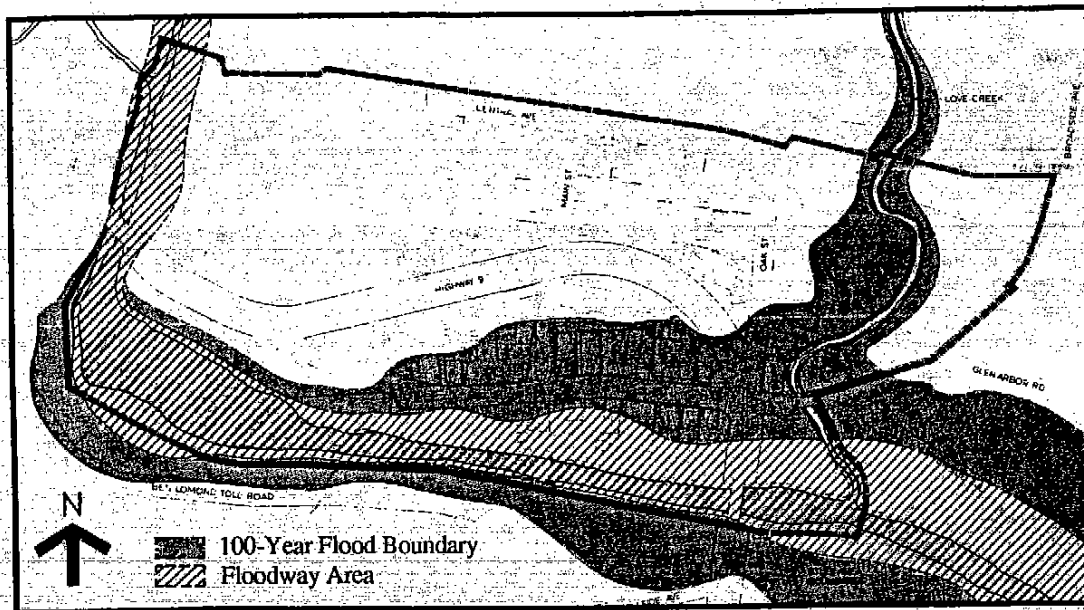
c) **Access:** Owners of commercial structures in the flood plain near the River, should be encouraged to add publicly accessible seating areas or cantilevered decks with views of the San Lorenzo River.

d) **River Walk:** Where feasible, the County should negotiate open space easements with private property owners for the development of a River Walk pedestrian path system which connects the River Park with the east side of Highway 9 via the area beneath the existing Highway 9 bridge (see River Walk section on page 12).

e) **Surveys:** Since the flood map boundaries on both the Floodway Map and FEMA maps are generated from aerial photographs and

there is heavy tree cover in this vicinity, property owners should have a professional land surveyor plot the exact location of the floodway and flood plain locations on their property.

f) **Parking:** Property owners with land in the floodway south of Mill Street should investigate shared parking agreements with adjacent property owners in order to develop more efficient parking arrangements and to receive the parking bonuses provided in section 13.10.553 (b) of the County Zoning Ordinance related to cooperative off-street parking. This allows up to a 20% reduction in required parking for businesses depending upon their location, hours of peak parking demand, and the number of businesses participating in the agreement.



Floodway Map

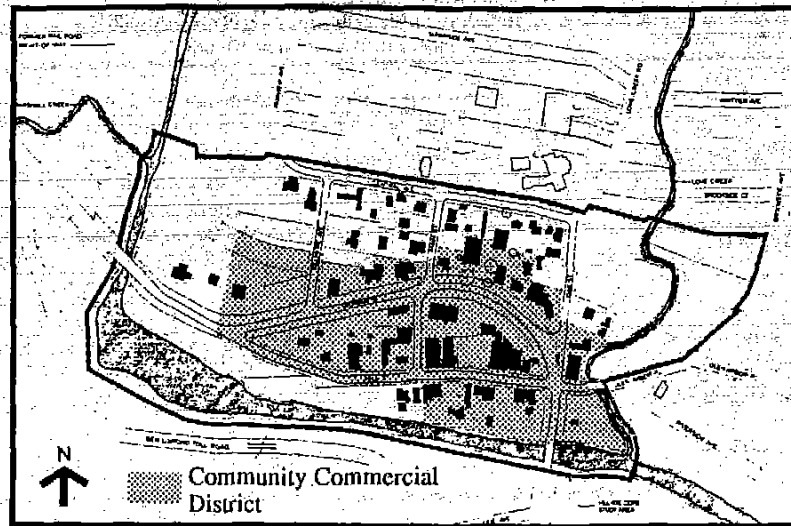
Community Commercial District

The objective of Community Commercial Centers according to section 6.2.2 of the Santa Cruz County General Plan is:

"to provide Community Commercial areas with definite boundaries such that the concentration of public and private investment and planning effort will result in more viable commercial areas which serve a role as special places for working, shopping and cultural activities and which increase the efficient use of transportation."

Community Commercial District Recommendations

- a) **Focus development:** Future public and private development and revitalization should be focused in the Community Commercial District (illustrated on this page). By focusing the proposed public improvements in the existing commercial area, private sector investment in this area will be encouraged. This will also reinforce the historic commercial character of Mill Street, limit the commercial development north of Highway 9 to the highway frontage and limit the impacts of this development on the existing residential areas.
- b) **Expansion:** Expansion of the Community Commercial District is allowed under General Plan Policy 6.2.8 but should only be permitted when the Community Commercial District is unable to accommodate additional activity through: (1) redevelopment of existing structures or (2) construction on undeveloped parcels.



Community Commercial District Map

Sewage Disposal Recommendations

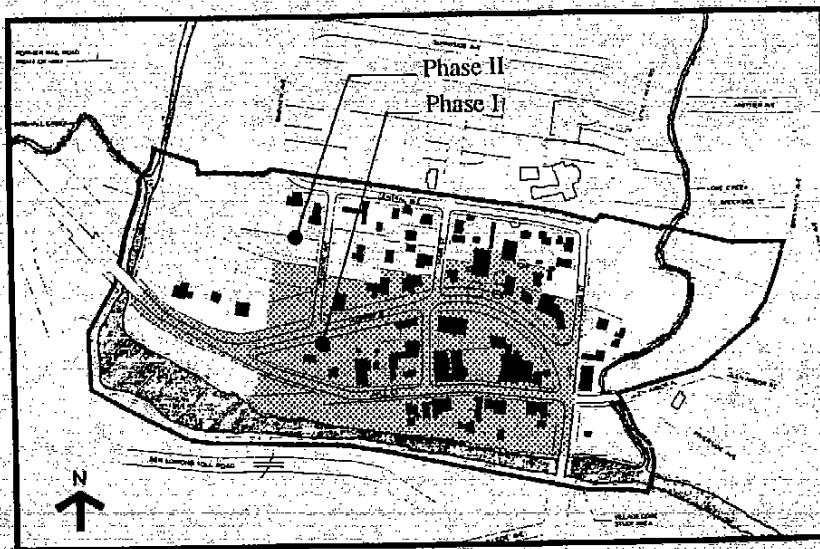
- a) **New construction:** Any new construction including major repair or additions will require the installation of an independent sewage disposal facility (septic tank, leach field, etc.) as approved by the County Health Office.
- b) **Soil conditions:** Soil conditions in the Community Commercial District boundaries are primarily alluvial sands (or low clays) and are generally suitable for the installation of septic tanks and leach fields.
- c) **Prohibitions (general):** Sewage disposal facilities are prohibited for;
 - 1) Parcels less than 1 acre in size.
 - 2) In Class 1 areas as defined by the Regional Water Quality Control Board resolution no. 82.10.
 - 3) In the 100 year flood plain area.

Underground Utility District

Workshop participants frequently expressed an interest in having the utility lines in the Ben Lomond Area placed underground. A district for undergrounding all PG&E cable and telephone utilities is shown on this page.

Underground Utility District Recommendations

- a) **Phasing:** Undergrounding could occur in two phases; the first being utilities within the Community Commercial Area and the second being the remaining residential areas within the Underground Utility District Boundaries.



Underground Utility District Map

- b) **New construction:** All new construction, major renovations and planned developments within the District Boundaries should have utilities undergrounded.
- c) **District:** It is recommended that residents and business owners within the district boundaries begin the process of forming an Underground Utility District by contacting the County Planning Department and starting to circulate petitions for presentation to the Santa Cruz Board of Supervisors.

Guidelines for Street Furnishings

Providing street furnishings will make Ben Lomond a more attractive place for pedestrians and encourage them to come to the Downtown area. The selection of street furnishings should be incorporated as an integral part of the specific design of each public and private project.

Recommendations for the selection, location and design of street furnishings:

- a) **General:** Choose materials that are sympathetic to the surrounding buildings. Pay attention to color, scale and texture, which should blend with the street scene, and express the natural characteristics of the material whenever possible.

Encourage the use of street furniture designed and built by local craftspeople to create a "sense of place" and maintain the unique character of Ben Lomond.
- b) **Seating:** Downtown seating areas help create an inviting ambience for pedestrian use. Place the furnishings where they are most needed. Benches should be placed in areas such as small niches or out of the way spaces that adjoin pedestrian routes. Notice if each location is in the sun or the shade and provide protection from the winds. Where space is available, cluster furniture, including benches, waste receptacles and planters. Benches with backs are preferable. Seats made of wood slats are recommended.

Select street furniture so that individual items appear coordinated. For example, chose wooden benches to be combined with planters that are made of wood. Use standard dimensions or modules to simplify construction and to give visual unity to the elements.

- c) **Waste Receptacles:** Distribute waste receptacles generously at uniform intervals along the street. Put additional containers at places where people linger, such as seating areas and bus stops. Waste containers should be designed in two parts with an outer shell made of materials that match the other street furniture, and an inner liner to contain the refuse and provide for ease of servicing.

- d) **Bicycle Racks:** Bicycle racks for new buildings are required by County Code and should be located near building entries whenever possible. In addition, bicycle racks should be provided as part of public improvements to pedestrian areas within the Community Commercial District (see map page 22) and at all public buildings and parking lots. Racks should be easy to use and have the capacity to accept a wide variety of different lock types without damage to the bike.

- e) **Lighting:** The quality of street lighting is extremely important in establishing a pedestrian scale. Lighting must not only provide sufficient light intensity for motorists on the street but it should also create an attractive visual environment for pedestrians. Shorter poles that are spaced close together provide a level of light intensity equal to that of tall, high-intensity lamps that are spaced farther apart. Smaller scale lights indicate to drivers that they are entering a pedestrian oriented street environment.

Merchants should be encouraged to provide timers for window display lighting. Window lighting can provide low level lighting for pedestrians and also help to create a visually pleasing street during the evening hours.

- f) **Textured Pavers:** Pavers used at crosswalk areas must: (1) be flush with the adjacent paving, (2) have a minimum skid number of 0.45, (3) be contained within a cast concrete perimeter to prevent loosening, and (4) have small, tight joints to accommodate wheelchairs and strollers (stamped textured concrete is not acceptable).
- g) **Street Trees:** Street trees are essential for color, texture and shade, and help to replenish the oxygen supply. Deciduous trees register the change in seasons and provide variation in leaf color from spring to fall. When spaced evenly along the edge of the sidewalk, street trees establish a visual rhythm that creates a sense of continuity.

Street tree planting programs are a substantial investment but once established, are a major townscape asset. However, polluted air, poor drainage and inadequate space and air for root development all combine to make the life of the street tree more difficult. Therefore it is of primary importance to exercise care in planting trees and to establish a permanent maintenance program.

The following guidelines should be followed when selecting and installing street trees.

- 1) Select two or more species of trees and alternate their planting along the street. If disease strikes one species, only half of the trees will be damaged and there will not be a total loss of vegetation. In

addition, species can be selected so that one will bloom in the spring while the other displays colorful fall foliage. Tree planting along Highway 9 should be limited to the additional oak trees discussed in the Highway 9 section (page 16).

- 2) Tree roots need exposure to air and moisture. As a general rule, the space underneath a tree should be open as far as the spread of the branches overhead. Use porous paving materials or grates underneath trees.

Street trees are the first stage of a planting program; shrubbery and flowers may also be used in planters along the street. They provide a second scale of foliage and as an opportunity for greater variety in color and texture. Flowers in planters may be changed throughout the year, maximizing the color on the street.

Planters should be compatible with other street furnishings. For convenient maintenance, they should be designed in two pieces; an outer shell, coordinated with the color and materials of other street furniture, and an inner pan to hold the plants and soil. When possible, use planters to frame a bench. This gives a sense of enclosure and helps define the area as a place for sitting.

A landscape maintenance program must be developed to accompany any new planting programs.

- g) **Handicapped Accessibility:** All facilities and street improvements installed in the village should meet all state standards for accessibility by the disabled. When ever possible, the elements required to meet these

standards should be integrated into the total design (i.e. combined, rather than separate stairs and ramps). Many of these features are shown in the design sketches throughout this plan.

Careful consideration of these issues will make the village environment more hospitable for all its users including the elderly, infants in strollers and delivery persons, as well as the disabled.

Start Up Projects (Not prioritized)

- a) Urban Stream Grant application for River Park and River Walk improvements (see pages 11 and 12).
- b) New fencing at the River Park adjacent to Mill Street. (see page 11).
Cost: \$8,000 - \$10,000.
- c) River Walk connection under the Highway 9 bridge (see page 12).
Cost: \$10,000 - \$12,000.
- d) Modifications to the existing intersection of Highway 9 and west Mill Street (see page 10).
Cost: \$15,000 - \$20,000.
- e) Interim speed control modifications for Mill Street (see page 10).
Cost: \$5,000 - \$7,000.
- f) Modifications to the Highway 9 and Oak Street intersection (see page 19).
Cost: \$17,000 - \$22,000.
- g) Sidewalk on the east side of Main Street from Highway 9 north to the Post Office (see page 7).
Cost: \$4,000 - \$5,000.
- h) East and West entry islands on Highway 9 with landscaping and town signs (see pages 18 and 20).
Cost: \$10,000 - \$12,000 for both.

Plan Implementation Financing Options:

The following is a list of some potential funding sources for improvements in the Ben Lomond area. Some of these funding sources were also presented to the Park Hall Task Force as potential financing alternatives for a New Park Hall facility.

Redevelopment Project. The County of Santa Cruz has an existing Redevelopment Agency which is undertaking projects in the Live Oak and Soquel areas. Through the expansion of the agency's mission, other areas could benefit from the redevelopment financing strategy. If a redevelopment area is designated, all incremental growth in property taxes (not property tax rate increases) are used as revenue for the redevelopment agency. This provides the revenue necessary to sell and retire bonds for projects within the agency boundaries. This is a method of retaining property tax revenues within the Ben Lomond area where they could be used for making substantial improvements (park development, road and drainage improvements, etc) without raising taxes.

Rural Economic Development Infrastructure Program (REDIP). Loans and small grants made by the State Department of Commerce for capital improvement projects which are job creating.

Pacific Gas and Electric Company Rule 20A funds. Rule 20A funding is money set aside by PG&E to relocate above ground utility lines underground in areas specified by the County Board of Supervisors.

Tax Override Election. Property taxes can be increased for purposes of selling and retiring bonds for projects with a two-thirds voter approval in a special election. The Zayante Fire Protection District is an example of voters approving such an increase. Recently, voters approved a modest increase in their property taxes in that district for the construction of a new and very much expanded fire station. More than 90% of the votes cast in the special election were in favor of this tax increase. In other such elections throughout the state, voters have rejected most tax override propositions.

Assessment District. An assessment district is an area designated by the Board of Supervisors inside of which certain improvements are made through the sale of bonds. The bonds are retired (with interest) through an increased charge on property within the district boundaries. An assessment district is formed through a legal proceeding at the County, which may be challenged by property owners within the district boundaries. Improvements in the assessment district for which the bonds are sold must, in most cases, meet minimum County design standards (roads, curbs, gutters, sidewalks).

State Transportation/Highway Improvement Funds. Highway 9 and potentially the Mill Street re-alignment.

County Service Areas. A County Service Area (CSA) is established under authority granted to the County by State statute. A CSA is an area defined by the Board of Supervisors, in which a specific "benefit" is provided and charged for through the establishment of a fee. CSA #11 is a service area with three zones of benefit established by the Board for the purpose of providing parks and recreation services in the unincorporated area of the County of Santa Cruz. The existing fees for this CSA range from approximately \$14 to no more than \$18 per developed parcel per year. Additional zones of benefit could be established and charges imposed by ordinance of the Board of Supervisors.

Local Sales Tax Legislation. Under authority of AB999 (Farr, 1987) a sales tax increase of up to one half cent could be implemented in counties with a population of less than 350,000. This tax can be structured in one of two ways: (1) to be used for general purposes, or (2) through an alternative procedure whereby the County Board of Supervisors establishes an authority to expend revenues for specific purposes according to an expenditure plan as allowed by recent clean-up legislation.

Whether adopted for general or specific purposes, AB999 requires two-thirds approval by the Board of Supervisors and majority approval by the electorate.

Cost Estimates

The following are preliminary cost estimates for various public improvements proposed in the Ben Lomond Town Plan. These estimates were prepared using unit costs and should be revised and expanded during the development process as more detailed information and engineering studies become available.

- (1) Re-aligning Mill Street to Fillmore;
Includes estimated property costs of \$215,000. Estimates do not include storm drainage, utility improvements or housing relocation.
Estimated Construction/ Acquisition Cost.....\$350,000.-420,000.
- (2) Expansion of the River Park;
Includes landscaping, irrigation, an amphitheatre, seating and lighting. This estimate also includes a sidewalk and bus stop in the adjacent Highway 9 right-of-way. These costs do not include improvements to the existing Park or property purchase (see item 1)
Estimated Construction Cost.....\$151,000.-221,000.
- (3) Re-aligning Main Street; from Mill Street north to Highway 9.
These costs include repaving, curb islands, integral pavers at crosswalks, street furniture and lighting. Estimates do not include storm drainage or utility improvements.
Estimated Construction Cost.....\$70,000.-90,000.
- (4) State Highway 9 Improvements;
Includes the entire existing Highway right-of-way from the existing bridge south of Mill Street to the area adjacent to the Tyrolean Inn, and including all improvements in the right-of-way, illustrated on the Highway 9 road section (page XX) and on the Downtown Design Plan (page XX). Estimated engineering design costs are included. Estimates do not include storm drainage or utility improvements and undergrounding.
Estimated Construction Cost.....\$745,000.-950,000.

- (5) Highway 9 / Oak Street;
On-street parking and road geometry modifications south of the Fire Station and in front of existing Antique Store (page XX).
Estimated Construction Cost.....\$17,000.-22,000.
 - (6) Mill Street Promenade;
Improvements in the existing Mill Street right-of-way from the re-aligned section east to Highway 9 including sidewalk widening, landscape areas, street furniture, lighting, integral paver crosswalks, and a plaza at the potential cul-de-sac. Estimates do not include storm drainage or utility improvements.
Estimated Construction Costs.....\$90,000.-130,000.
 - (7) River Walk;
Costs do not include easement purchase or easement agreements.
Estimated Construction Costs.....\$19,000.-24,000.
 - (8) Main Street Sidewalk;
Sidewalk from Highway 9 north to the Ben Lomond Post Office. This estimate is for a concrete sidewalk on one side of Main Street without curbs or gutters.
Estimated Construction Costs.....\$3,600.-4,600.
 - (9) Highway 9 Bus Shelters;
In four locations as shown on the Downtown Design Plan (page XX). These shelters could also be funded as Conditions of Approval of private development applications.
Estimated Installed Cost\$23,000.-29,000.
 - (10) Total of Estimated Costs for start up projects
not included in previous costs.....\$25,000.-32,000.
-
- Total of Estimated Construction Costs for
Public Improvements.....\$1,494,600.-2,222,600.

APPENDIX

Participation Process

Due to the intense community interest in the Ben Lomond Town Process, the public was notified of the forthcoming public participation process by direct mailed flyers announcing Workshop #1 and through extensive press coverage. Approximately 4,000 flyers announcing the first workshop were mailed to all addresses in the Ben Lomond area and press packets were mailed to all local newspapers, television and radio stations.

Over 200 people attended the first Ben Lomond Town Plan workshop, and attendance remained over 100 at each subsequent public workshop. The workshop attendance (the largest of any town plan workshop process conducted in Santa Cruz County) and the results of the "Favorite Places"/"Favorite Experiences" surveys distributed at workshop #1 and discussed later in this section, indicate the very strong sense of community that exists in Ben Lomond.

Workshop #1

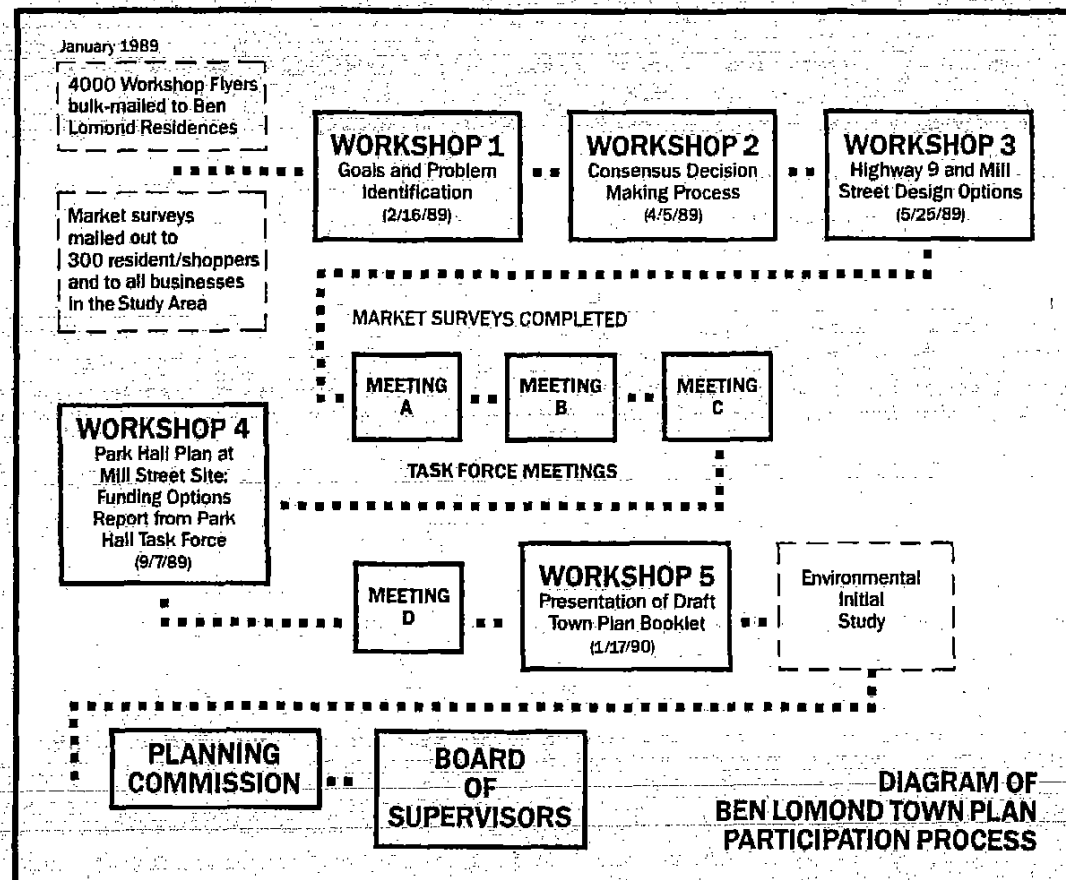
The first workshop was designed as an open forum for exchanging ideas about the Town of Ben Lomond. Through an open brainstorming session, workshop participants were asked to share their feelings about what they liked about Ben Lomond, what problems existed currently, and what their goals for the future Of Ben Lomond included. In addition, workshop participants were asked to complete "Favorite Places" and "Favorite Experiences" surveys which would help identify those elements or activities in the community about which residents and business owners felt most strongly.

Consultants Jeff Oberdorfer and Associates (JOA) presented large scale maps of the Town Plan Study Area and discussed the implications of the San Lorenzo River flood plain.

Economic/Market Survey Consultant Ed Astone of Zephyr Urban Management Associates in Sacramento, explained the intent of the resident/shopper, business owner and property owner surveys that his firm would be distributing and emphasized that the issue of "market leakage" (the amount of spendable income leaving the

community) would be a major focus of the market survey and analysis.

The majority of the workshop session was devoted to issues which participants felt were most important. While it appeared that traffic and safety problems on Highway 9 (which bisects Ben Lomond) was the major issue, there was no attempt to prioritize the issues during this workshop. The following list represents the summary of topics discussed and was intended as the foundation for future workshop discussions.



Highway 9 Issues

- The oak trees on Highway 9 need protection!!
- Let's plant more trees on Highway 9!!
- I like the idea of flowers planted at both the north and south entries to Ben Lomond on Highway 9!!
- Avoid strip zoning on Highway 9, focus commercial development in one area.
- Kid's can't get to the park because of Highway 9 traffic and unsafe crossings; provide more and safer crosswalks for kids at bus drop-offs and other places on Highway 9; how can we expect kids to cross Highway 9?
- How about better and more attractive lighting on Highway 9 and Mill Street!
- Develop uniform sign guidelines for Highway 9.

Traffic and Circulation Issues

- How can we improve the Highway 9 and Filmore Street intersection? It's not safe for pedestrians or motorists.
- Develop safer left turns off of Highway 9 to the commercial areas; How wide is the Highway 9 right-of-way?, is there room for a left turn lane or median?
- The Mill Street/Highway 9 intersection is unsafe for pedestrians, it's safer to jay-walk.
- Consider Mill Street as one-way with additional on-street parking!
- People are driving at 45-50 mph on Highway 9 and Glen Arbor Road!
- The SCMTD buses on Glen Arbor Road don't have pull-outs, so when they stop a dangerous condition is created!
- Speeding on Love Creek Road is a serious problem.

- Glen Arbor Road is used as a high speed cut through!
- People are speeding on Mill Street and they don't obey the stop sign at the Mill Street/Main Street intersection.
- There is congestion at restaurants on Highway 9 in the morning.
- Informal parking on Highway 9 is a serious problem.
- We need a four way stop at Main and Central Streets.
- We need a traffic signal at Highway 9 and the south end of Mill Street!
- Signalizing Highway 9/Mill Street will only cause vehicles to back up on Highway 9!
- Can we re-route Highway 9 (to Mill Street) and turn it into an improved pedestrian area?
- How about a pedestrian overpass on Highway 9?
- Develop bicycle and pedestrian paths on Highway 9.

Mill Street River Park/San Lorenzo River

- Make our River Park safer and more attractive—get rid of the ugly chain link fence!!
- People need to use the Park more if we want it to get better and safer!
- Let's clean up the River Park, it should be more attractive!!

General Land Use and Design Issues

- The Post Office on Main Street should be

complemented by other commercial uses as per the 1967 Ben Lomond Town Plan, and thereby shift businesses out of the flood plain.

- How about undergrounding utilities with reduced permit fees for the upgraded electrical service if property owners submit permit applications at one time!!
- There is an existing 10 inch water main on Mill Street and the telephone company already has cable underground.
- We need to enhance the appearance and the hospitality of the downtown area.
- There needs to be more activities for kids in Ben Lomond.
- Should we develop an architectural theme?
- Don't let the town look like a shopping center with all uniform signs and architectural styles!
- Put lighting in the SCMTD bus shelters.
- Develop the library as a more useful resource—the library is currently staffed by volunteers.
- We want control of signs and building design but not uniformity—not like Scotts Valley!
- The Resource Center and a Performing Arts Center could provide a focus for many activities—possibly incorporate the Library!
- We need a community meeting room with a wood stove—like the Boulder Creek Branch Library.

Park Hall Issues

Comments from Park Hall Trustees;

- Park Hall is a part of the Brooks Trust, a public trust—Trustees must answer to a circle of people living within a one and one half mile radius of the hall.
- If Park Hall is to be rebuilt at another location, it must provide the same level of service and

meet all applicable County Codes.

- The Trustees are neither for or against such a move but want to make sure that the Public Trust and services are maintained as required.

Participants' Comments;

- If Park Hall is moved, will mortgage costs increase? We need to keep activities at Park Hall affordable for local people!!
- Park Hall provides a variety of high quality family entertainment for the entire Ben Lomond community!!
- What are the alternative sites being considered for Park Hall?

Favorite Places/ Favorite Experiences

The "Favorite Places"/"Favorite Experiences" surveys were distributed during workshop #1. Over 80 surveys were completed by participants with the collated results being summarized below. Similar surveys have been distributed by JOA in other unincorporated villages in Santa Cruz County (Felton and Soquel) and during other participatory planning processes in the Northern California area.

The survey results from Ben Lomond are particularly interesting, in comparison to survey results from other communities, because the Ben Lomond survey results are completely oriented to

community events and public places, indicating a very strong sense of community. For example, in "Favorite Place" surveys from other town results might include "my back yard", "my street", or "my neighborhood", however, in the Ben Lomond responses, all "Favorite Places" that were identified are either public or quasi-public, indicating a very strong allegiance to Town.

The "Favorite Experience" surveys focus primarily on the strong allegiance to both the Ben Lomond River Park and Park Hall as well as the small town and rural, "friendly" feeling of Ben Lomond.

FAVORITE PLACES

(Collated from a survey distributed during Workshop #1/with over 80 responses)

The Ben Lomond River Park (if fixed up and without the ugly fence!!); the River Park in the summer; the San Lorenzo River and Ben Lomond Dam.	29%
Park Hall (because of activities there); movies and the Mountain Community Theatre.	22%
Ben Lomond Super.	8%
Ben Lomond Community Library.	8%
Ben Lomond Fire Department; the Christmas tree in front of the Fire Station.	6%
The oak trees; on Oak Street/around the Bank of America Building/in front of Scarborough Lumber.	6%
Tyrolean Inn.	4%
St. Andrews Church and Pre-School.	4%
Mill Street (especially when the pub and cafe were there).	4%
Wee Kirk Church.	3%
Highlands Park.	3%
Senior Gomez.	3%

FAVORITE EXPERIENCES

(Collated from a survey distributed during Workshop #1/with over 80 responses)

Going to the Ben Lomond River Park; summer evenings and BBQ's at the River Park; swimming in the River Park; community events in the River Park; (Get rid of the ugly fence!!)	24%
Performances, dances, movies at Park Hall with the Mountain Community Theatre.	21%
The rural look of Ben Lomond; beautiful scenery; the trees downtown; early morning fog on Highway 9; entering town from south Highway 9, views of the hills and mountains; the peace and quiet and small town atmosphere.	13%
Walking around Ben Lomond; walking down Riverside Avenue and up Love Creek; walking past the Oak trees; walking up Newell Creek Road; walking the residential streets/Fairview Avenue to the Post Office.	11%
The friendly feeling of a small town; community spirit (especially the response by the community to the 1982 disaster); seeing friends and neighbors; old time/laid back atmosphere.	8%
The Ben Lomond Day Fair; the Ben Lomond Town Party; the "Fling" (Highland/Scottish Fling).	8%
Fire Hall Dances; Friday Feeds and activities.	6%
Shopping at Ben Lomond Super — the friendly service.	5%
Eating at the Tyrolean Inn.	4%



Participants working on consensus plan at Workshop #2.

Workshop #2

The second workshop was entitled "Developing a Preliminary Consensus Plan for the Ben Lomond Study Area" and was based upon a consensus decision-making process whereby small groups of 7 to 9 persons worked together at a table and were provided maps of the Ben Lomond area, scissors, glue, colored markers, a "possible road section of Highway 9" diagram and a cut-out sheet of scaled symbols

which were developed by the consultants based upon issues raised during workshop #1.

These fourteen working groups developed their own "consensus plans" for Ben Lomond and then presented their plans to the larger workshop group for feedback and discussion. No attempt was made to prioritize these "consensus" plans, however, there were common themes that were similar in most of the plans. These themes included:

- 1) Developing significant physical improvements to Highway 9 including safety improvements at both ends of Mill Street and at Main Street and the addition of

Guidelines and symbols used in Workshop #2 group consensus planning.

Ben Lomond Town Plan

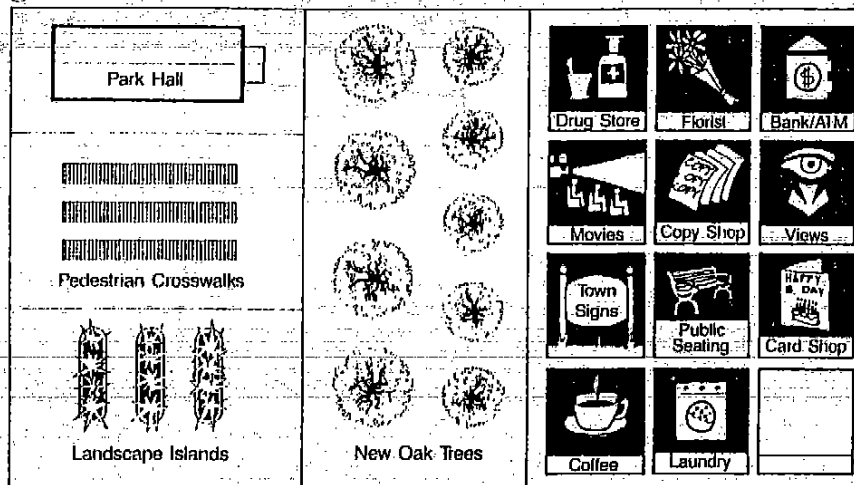
Workshop #2

WORKSHOP PROCEDURE

1. As a group, cut out the symbols on this page and arrange them on the Ben Lomond Town Plan Map at your table.
2. Develop a CONSENSUS Plan that is agreed upon by everyone at your table.
3. Glue down the symbols.
4. You can use as many (or as few) of the symbols as you like; invent or draw your own symbols.
5. Present your group's CONSENSUS Plan to the entire Workshop group.

CONSENSUS PLANNING

Each group plan must be created with the agreement and participation of everyone at your table. You will most likely have to make trade-offs and compromises. This is an integral part of the Town planning process.



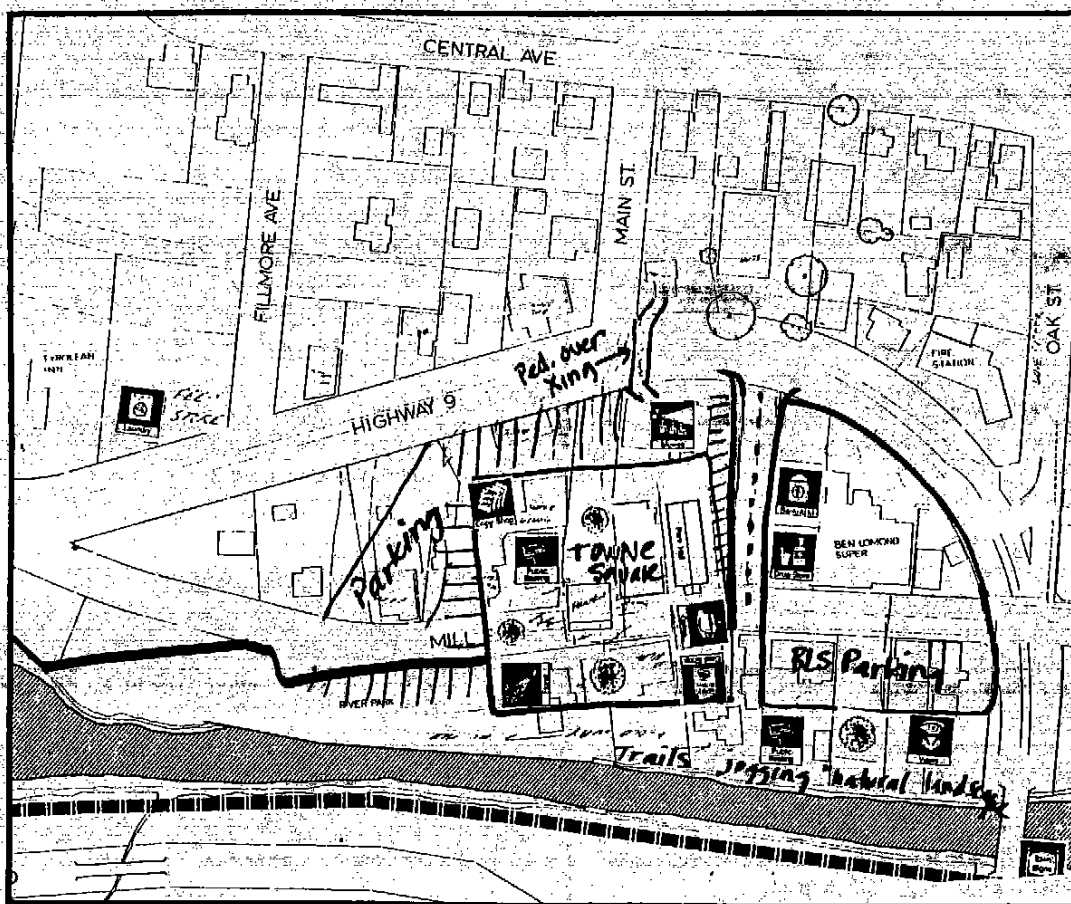


Participants presenting a consensus plan at Workshop #2.

pedestrian circulation improvements and street trees.

- 2) The feasibility of a pedestrian promenade on Mill Street to encourage pedestrian use, utilize the Ben Lomond River Park, provide additional parking where feasible and to slow down traffic.
- 3) The development of a Town Square of "Commons".
- 4) Combining parcels to develop additional parking opportunities.
- 5) Attempts to accommodate Park Hall and an expanded Ben Lomond Super Market.

At the conclusion of Workshop #2, the consultants discussed developing several alternative plans based upon the similar elements in each of the consensus plans developed during this workshop and presenting these plans at Workshop #3.



Sample "Consensus Plan" by Workshop #2 participants.

Workshop #3

The third workshop began with a presentation of several alternative plans prepared by the consultants. The plans included: (1) two approaches to improving Highway 9, (2) several sketches of Mill Street promenades with Park Hall re-located at the Fillmore/Highway 9 site (to be donated by Ben Lomond Super Market) and with Park Hall left in its current location on Mill Street, and one plan with multiple family housing located at the apex of Mill Street and Highway 9, adjacent to the existing River Park. In addition, construction cost estimates were prepared for building a new Park Hall at the proposed Fillmore/Highway 9 location.

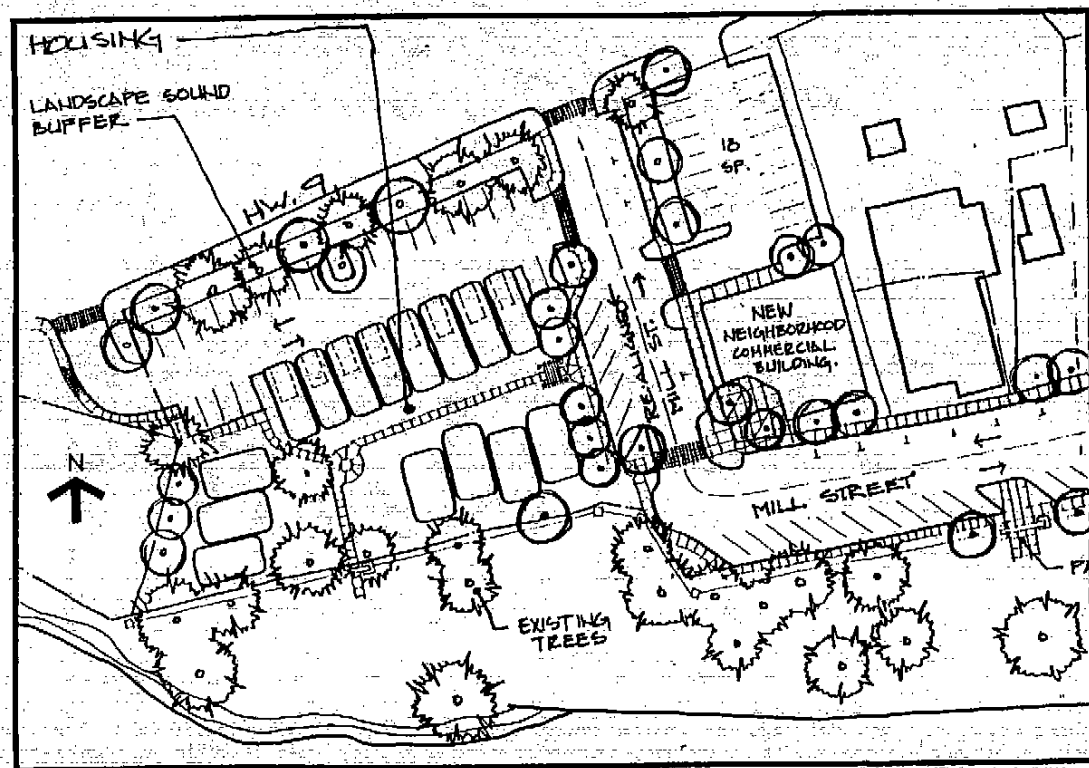
Workshop participants were able to agree on several issues:

- 1) **Highway 9:** Of the two plans illustrated, one with a middle turning lane of colored pavers and the other a two lane cross section with wide landscaped walkways, the alternative with the middle turning lane was accepted unanimously.
- 2) **Mill Street Promenade/Park Hall:** Participants quickly rejected the idea of providing housing at the apex of Mill Street and Highway 9. The idea of multiple family housing, in particular, was rejected as a housing type inappropriate to downtown Ben Lomond. However, two possible directions for further analysis were discussed with some enthusiasm. These included; (a) re-aligning Mill Street to align with Fillmore Ave. at Highway 9 and thereby eliminating the precarious existing road configuration at the west end of Mill Street and Highway 9; and (b) the feasibility of expanding the River Park to the "apex" location and possibly re-building a new Park Hall at this location.

In regard to the proposals to re-build Park Hall at the Fillmore

Ave./Highway 9 location participants preferred the scheme which incorporated approximately 2,000 square feet of office/rental space because this space could be utilized to re-locate the Valley Resource Center and generate income to offset increased costs of Park Hall operation.

Park Hall remained an emotional issue at this workshop with participants unsure about the financing of such a venture and also the feasibility of making recommendations without additional legal and fiscal data. At this point, County Supervisor Keeley proposed a Park Hall Task Force be appointed to investigate these issues and to report back to the larger group after a summer break. Participants agreed that this was



Sketch plan for multi-family housing that was rejected at Workshop #3, however, this plan lead to the Mill Street re-alignment concept and expansion of the River Park.

a good approach to generating more specific data on Park Hall. Supervisor Keeley suggested that members of the Park Hall Task Force include: himself, representatives of the Brooks Trust (Park Hall), the planning consultant, County Counsel, and representatives of County Planning, Ben Lomond Super, the Valley

Resource Center and Mountain Community Theater, and that the work program of the Task Force would be a concentrated effort to determine the legal, fiscal and planning issues related to leaving Park Hall at its present location or constructing a new Park Hall within the Ben Lomond Study Area.

Park Hall Task Force

The Park Hall Task Force met on three occasions between Workshop #3 and Workshop #4 and came to several preliminary conclusions:

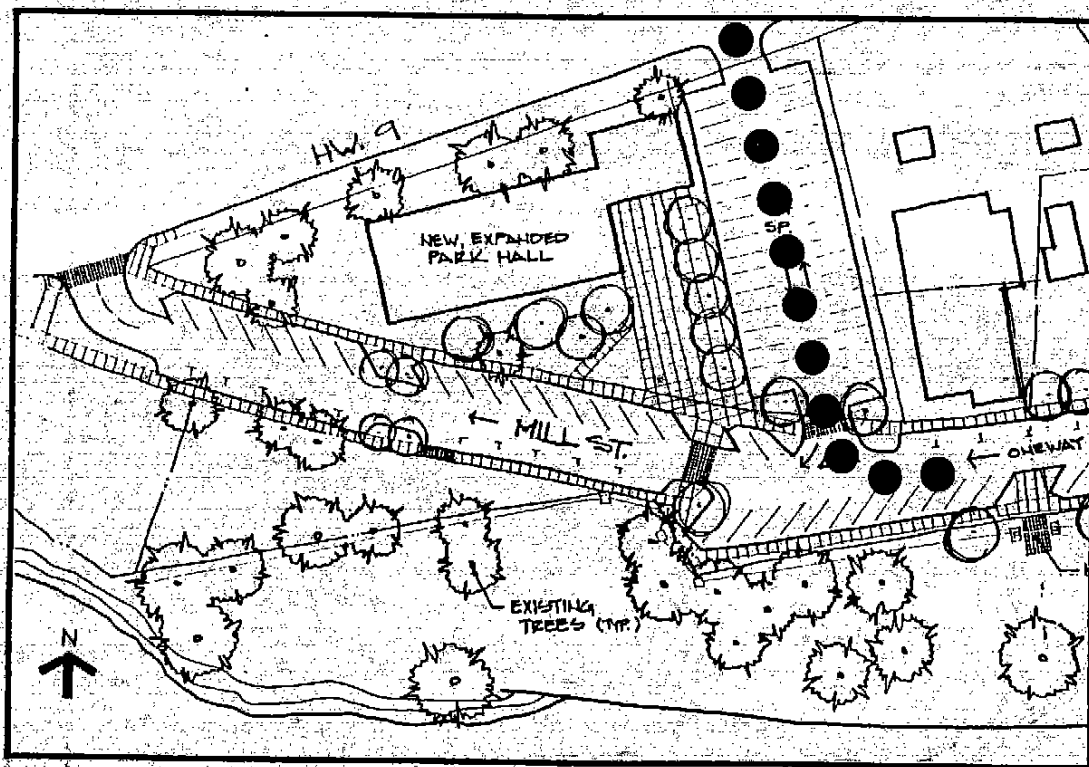
- 1) The Trustees, who are appointed by existing trustees and ratified by residents within one and one half miles of Park Hall, are the legally empowered managers of the hall.
- 2) The continued operation of the hall at its present location presents no significant legal or planning issues since, under present law, Park Hall is a prior existing non-conforming use. This is a planning/legal term which means that the hall may not meet certain building codes and zoning requirements, but is allowed to continue existing hall uses because the hall pre-dates the adoption of such codes.

Financing options for developing a new Park Hall building at another location were also discussed and several alternatives were described. These funding options are discussed in more detail on page 40 in the Park Hall analysis section.

Regarding the issue of joint use and development agreements between the Park Hall Trustees and the County, County Counsel was of the opinion that such an agreement is legally permitted and that the senior center at Highlands Park is such an example.

The consultants prepared two additional planning options for discussion during the Task Force meetings:

- 1) A plan which re-aligned Mill Street with Fillmore Ave at Highway 9 and expanded the existing River Park and either (a) retained Park Hall in its current location or (b) developed a new Park Hall building with



Sketch plan for Park Hall at the "apex" site which was presented at Workshop #3. Participants suggested linking a new Park Hall at this site to the River Park, and realigning Mill Street through the parking area (see dots above).

2,500 square feet of office space to the site at Highway 9 and Fillmore.

- 2) A plan which expanded the River Park and as a second phase incorporated a new Park Hall building as part of the expanded Park site.

For further discussion of the Park Hall Task Force recommendations see the Park Hall analysis section beginning on page 39.

Workshop #4

The fourth workshop began with a slide presentation of the evolution of ideas from the first workshop through to the Park Hall Task Force meetings and including the new alternative plans described above. Workshop participants were supportive of the plans for (1) re-aligning Mill Street, (2) an expanded River Park and (3) the Riverwalk. In addition, various funding options for both proposed public improvements and a new Park Hall were discussed as well as the feasibility of forming a parking district.

After an analysis, it was determined by the consultants that the benefits of forming a parking district would be marginal due to the lack of centrally located, flat parcels which could be the basis of shared parking efforts.

There was a good deal of discussion related to the feasibility of providing a cul-de-sac at the south end of Mill Street at Highway 9. Several potential benefits from such a scheme were presented;

- 1) By restricting access to Mill Street from Highway 9, the north bound left turn pocket could be removed, creating a narrower Highway 9 cross section and thereby increasing pedestrian safety at this location.

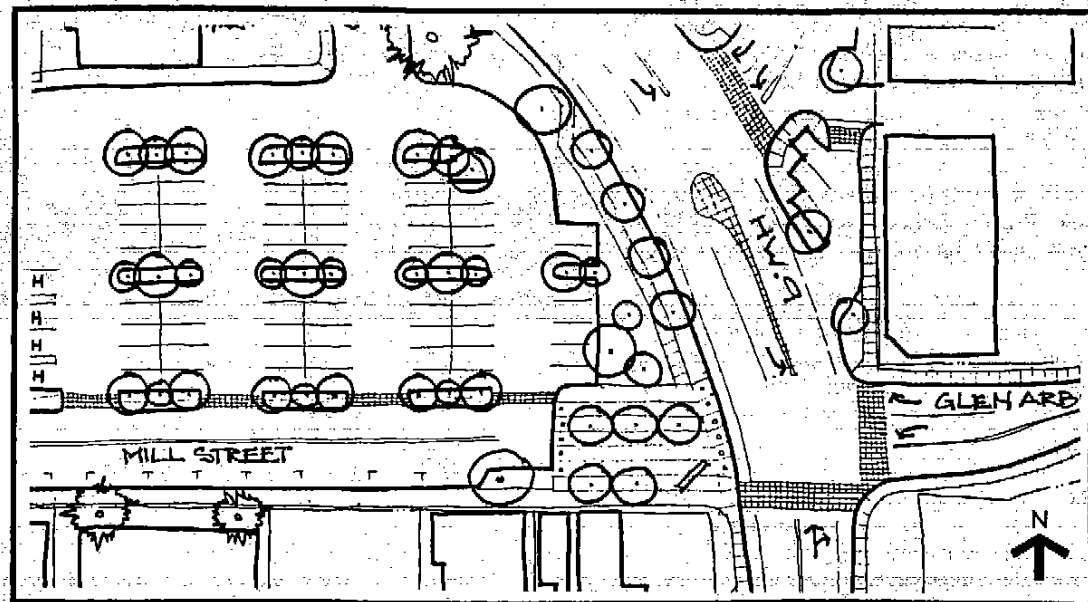
- 2) Traffic which crosses Highway 9 from Oak Street and Glen Arbor Road would be eliminated improving safety at this intersection.

- 3) The plaza formed by the cul-de-sac would create an attractive entry planting area greeting people to Ben Lomond.

Workshop participants had mixed feelings about this proposal. Some business owners feared that without the existing access, customers would go elsewhere. However, several residents confirmed that they prefer to cross Highway 9 at Main Street currently and that the street closing

would there for have little impact. The consultants suggested that perhaps a three month, temporary closure could be arranged, with barricades and temporary landscaping in planters so that merchants and customers could evaluate the impacts of such a closure. Furthermore, the consultants recommended that merchants distribute questionnaires to customers surveying their opinions regarding the street closure.

Illustrations of the street closure and a semi-diverter option for this location are shown on page 38 of the Appendix.



This sketch plan for a Mill Street closure was presented at Workshop #4 and recieved mixed reactions from participants (see the Mill Street Closure Analysis section of the appendix beginning on page XX).

East Mill Street Closure

As a result of ideas put forward during the Workshop process, a temporary or permanent closure of the east end of Mill Street at Highway 9 was investigated.

While this closure is not being recommended at this time, the analysis and discussion concerning this long range option are included here.

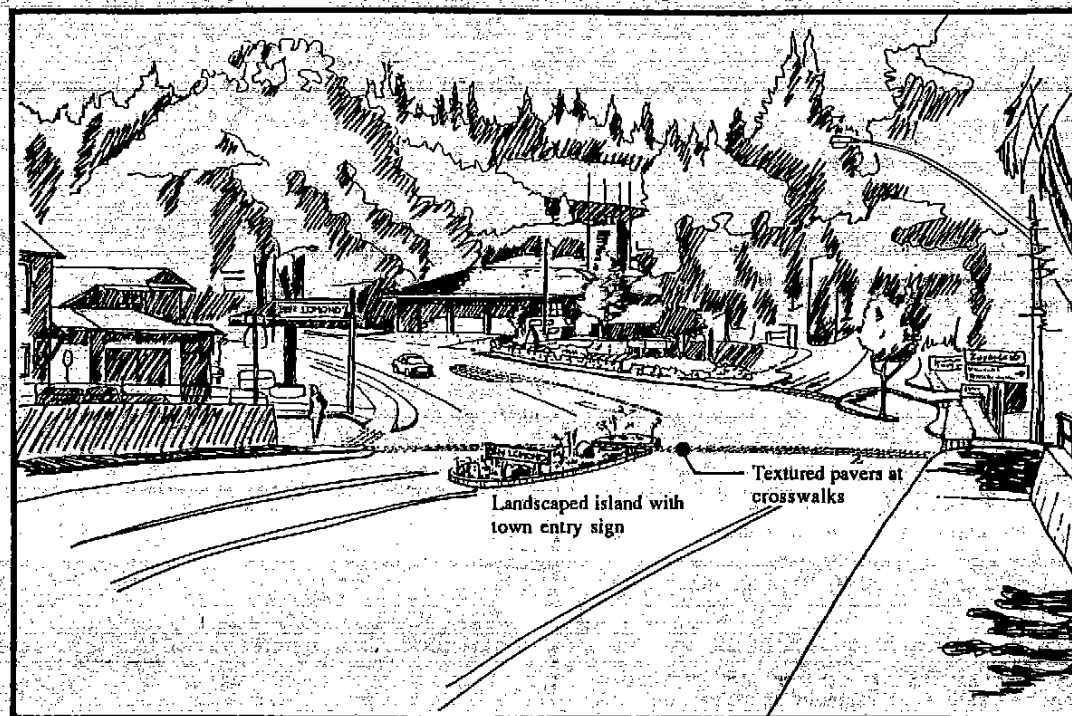
The concept of closing the east end of Mill Street developed as a method for improving safety at the east Mill Street and Highway 9 intersection. Benefits of such a closure include:

- 1) By restricting access to Mill Street from Highway 9, the north bound left turn pocket could be removed, or developed as a raised, landscaped island, creating a narrower Highway 9 cross section and thereby increasing pedestrian safety at this location (see sketch page 38).
- 2) Traffic which crosses Highway 9 from Glen Arbor Road would be eliminated, improving safety at this intersection.
- 3) The plaza formed by the cul-de-sac would create an attractive entry planting area greeting people to Ben Lomond. Adding landscaping in this area would reinforce pedestrian scale and decrease the visual dominance of the highway.

The plans at right illustrate two options for partial or total closure of Mill Street in both temporary and permanent configurations.

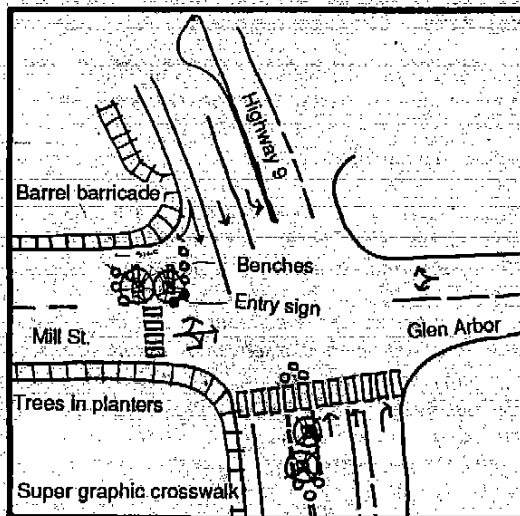
Merchants and property owners in the area were very concerned about the proposed closure due to decreased automobile access at Mill Street (see the participation

section, page 29). In order to facilitate a street closure, whether it be a full closure or a

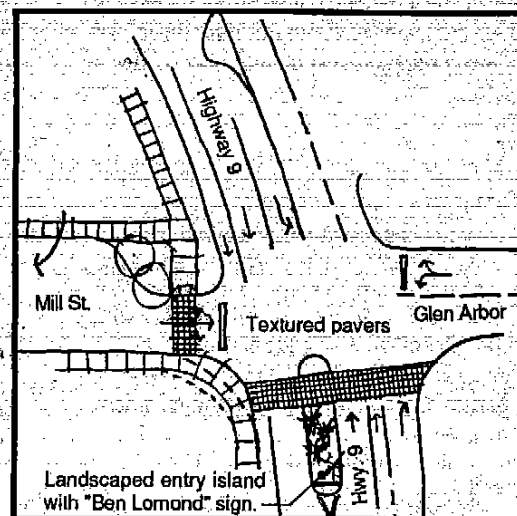


Illustrative sketch of landscaped East Village Entry Island located in the existing left turn lane. This option would only be possible with a cul-de-sac or semi-diverter on Mill Street as discussed in this section.

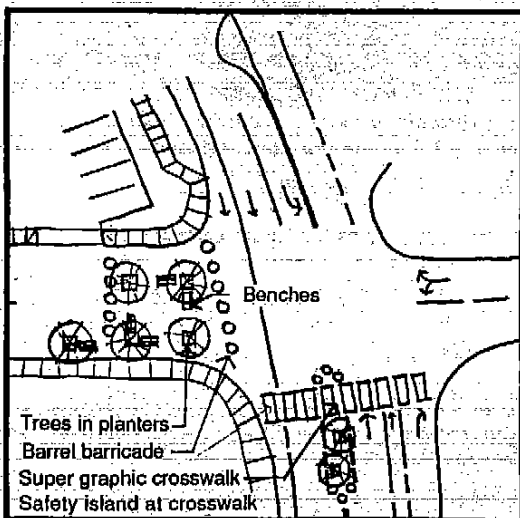
Concept sketches of the eastern intersection of Mill Street and Highway 9



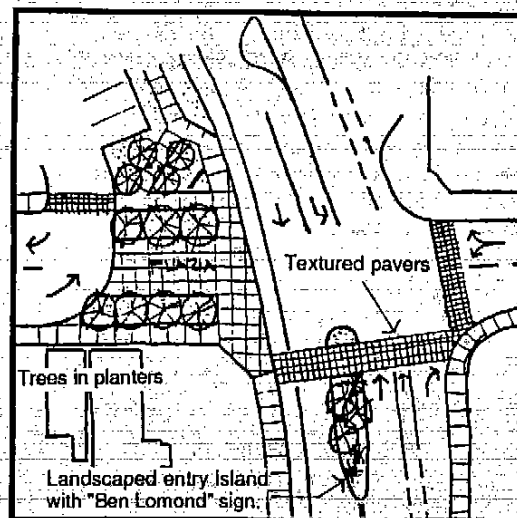
Temporary semi-diverter with center island.



Permanent semi-diverter with center island.



Temporary closure with center island.



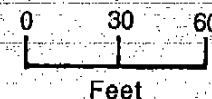
Permanent closure with center island.

semi-diverter, it is essential to have a majority of merchants supporting such an endeavor.

It appears premature to recommend the Mill Street closure at this time. However, often residents and shoppers are more flexible to change and responsive to pedestrian amenities and landscaping than merchants may suppose. Surveys indicate that shoppers in Ben Lomond have a strong allegiance to local merchants and a desire for increased pedestrian amenities and landscaping.

It may be feasible to develop a short-term, temporary closure, coordinated with a questionnaire to ask local shoppers what impacts, if any, the street closure has had on their shopping habits. These surveys should be collated by a committee of local merchants, property owners and members of the County Planning Department to assess the impacts of the temporary street closure and make recommendations for further study, permanent street closure or maintaining the existing condition.

In both of the configurations shown, the closure of Mill Street is dependant upon providing vehicle circulation through a new Ben Lomond Super parking lot to the north.



Park Hall

Park Hall is located on the north side of Mill Street, east of Main Street, in the center of the Ben Lomond downtown commercial area. Park Hall operates as a non-profit trust with a Board of Trustees who are responsible to members of the community residing within a one and one-half mile radius of the facility. Park Hall is extremely popular with the community and provides affordable meeting and performing arts space and is home to the Mountain Community Theatre, a local performing arts group.

Park Hall received the second most number of votes in the "favorite places" surveys (the Ben Lomond River Park being first). Attending community events and theatre productions also received the second place ranking in the "favorite experiences" surveys (see page 31 for further discussion of these surveys).

Discussion of Park Hall's future became a focus of the Ben Lomond Town Plan because of a proposal, and offer, from the adjacent Ben Lomond Super Market to donate land and help rebuild a new Park Hall at another location, in order to expand Ben Lomond Super.

Ben Lomond Super needs to expand its current facility to adequately serve the local community and to compete with markets outside the Ben Lomond area. The Ben Lomond Economic Study analysis of market leakage (see page 43) in the Ben Lomond Market Trade Area supports this position. Furthermore, it is clear from Business Owner and Property Owner surveys, that local business owners perceive Ben Lomond Super as the "magnet" facility in Ben Lomond which attracts shoppers and thereby benefits the business community as a whole.

Park Hall is considered an "existing non-conforming structure", meaning that it predates local building codes and is not required to conform to building or site planning codes/requirements unless a major restoration is

undertaken.

Park Hall is a valuable asset in terms of its current use and history as a community meeting place and center for social and cultural activities.

History

Park Hall is a community resource which traces its origins back to at least 1887 where a Ben Lomond Township map shows the hall as a stable or barn (see map on page 47). The major part of the current building was built in 1904-05 by Mr. Bill Elsom. In 1908, the hall was purchased by Mr. J.B. Hobson and was used for dances, parties and community gatherings, much as it is used today.

In 1911, the building was moved to the present location.

In 1923, the Park Hall Trustees were formed and the building was conveyed to the Trustees from the California-Rio Grande Land and Title Stock Company. The Park Hall trustees are elected by the people of the community in a town meeting in Park Hall, notice of the date and time of which has been "duly posted in at least three conspicuous places in the community", pursuant to the trust document. The Trust is known to this day as the Brooks Trust because one of the original Trustees was Elisha Brooks, along with W.J. Silvey, L.E. DeJoiner, Alice Hartman and Norma Paradis.

Over the years, the hall has been remodeled, modified or added-on to many times. The structures' significance is through its long time use by the Ben Lomond community rather than as a structure of architectural merit. The hall building does contain decorative facade details and references to Ben Lomond's Scottish origins, and it is recommended that a new Park Hall building also recognize the Community's history. (See the Design Guidelines on page 14).

Park Hall Alternative Site Analysis

Any future major decisions concerning Park Hall will be made pursuant to the protocols set forth in the Trust document in 1923. The relevant sections read as follows:

"The said Trustees above named, and their successors, receive and accept this conveyance with the understanding that the said above described property shall be used for the best interests and benefit of the community of Ben Lomond, and with the further covenant upon their part that in the matter of use or the sale or other disposition of said property, they will be controlled by a majority vote of the citizens of said Ben Lomond, present and voting at a town meeting duly called by posting notices in three prominent places in said Town, ten days before the holding of any such meeting. At any such meeting said citizens of Ben Lomond may, by a majority vote, name a successor to any Trustee who may have died or resigned, and may also authorize, direct and compel the sale or other disposition of said property, or any part thereof. By 'citizen of Ben Lomond' is meant any and all persons residing or owning property within a radius of 1-1/2 miles of the herein above described property (Park Hall)."

Three alternatives for the future of Park Hall were investigated. These included:

- 1) Leaving the existing Park Hall in its present location.
- 2) Building a new Park Hall at a site on the northwest corner of Highway 9 and Fillmore Avenue, and
- 3) Building a new Park Hall at the site of the proposed River Park expansion.

Rebuilding Park Hall on its present site would require a large economic investment for the building structure, and would not address the site planning problems facing the Hall, i.e., a complete lack of parking and non-conforming septic facilities. Also, it was determined that moving the structure to a new site could cost more than constructing a new structure due to the difficulty of transporting the structure and the retrofitting required.

The Fillmore / Highway 9 site is owned by the Ben Lomond Supermarket and would be donated for a new Park Hall (see sketch plan on page 13). This site could accommodate a slightly larger Park Hall and an additional 2,000 square foot office facility.

The River Park site is located south of Highway 9 and west of a proposed realigned Mill Street (see sketch plan on page 35). Consideration of this site as a possible location for a new Park Hall evolved during the community workshop process. This site could accommodate a slightly enlarged Park Hall and an additional 3,500 square foot office facility.

Both alternative locations for a new Park Hall meet all County site development and parking requirements. The additional office rental facilities at each location are intended to (a) provide income to offset any increased cost of Park Hall operations and (b) to relocate existing non-profit, public service agencies being displaced by the proposed expansion of Ben Lomond Super.

Park Hall Task Force Recommendations

Due to the community attachment to Park Hall, and the need to explore the physical, fiscal and legal aspects of rebuilding Park Hall at another location, a Park Hall Task Force was established. The Task Force met four times and

reported back to the community during Workshops #4 and #5. Task force members included representatives of: The Park Hall Trustees (the Brooks Trust), Mountain Community Theatre, Ben Lomond Super, The Valley Resource Center, Board of Supervisors, County Counsel, County Planning and the Town Plan Consultants. At the conclusion of the fourth Park Hall Task Force meeting, the following consensus was reached:

- 1) The Task Force supported a newly constructed Park Hall at either of the two alternative locations:
- 2) The Task Force felt that a new Park Hall would be a success at the Fillmore site, but did give a slight preference to the River Park expansion site for the following reasons;
 - (a) the closer relationship to the River Park, San Lorenzo River and the Mill Street Promenade,
 - (b) having a focus of public activities on the south (or San Lorenzo River) side of Highway 9,
 - (c) the feasibility of more office rental space, and (d) less neighborhood impacts.
- 3) The Task Force supported the re-alignment of Mill Street to Fillmore as a necessary step in developing either alternative Park Hall site.

For more information on the activities and findings of the Park Hall Task Force, see the Participation Section on page 35 .

Park Hall Cost Estimates

The following costs are preliminary construction estimates for building a new Park Hall at the two alternative sites:

- 1) **Fillmore Site;** includes a Park Hall with approx. 5,000 SF and additional facilities or offices of approx. 2,000 SF.

Building Costs.....	\$663,300.
Site Improvements	\$160,000.

Total.....	\$823,300.
------------	------------

- 2) **River Park Site;** includes a Park Hall of approx. 5,500 SF with additional facilities or offices of approx. 3,500 SF.

Building Costs.....	\$886,550.
Site Improvements	\$150,000.

Total.....	\$1,036,550.
------------	--------------

Differences in the construction costs are a reflection of changes in the building size and site development requirements.

Building costs are based on wood frame construction and include Architects and Engineers fees. They do not include surveys, soil testing, County fees and permits, stage lighting, sound systems or theatre equipment.

Site improvement costs include parking lots, landscaping, sidewalks, plazas, lighting and a SCMTD bus stop.

Land costs and roadway improvements are not included in these cost estimates. See the cost estimate section, page 27 for costs for the proposed River Park expansion and the Mill Street re-alignment.

Economic Analysis

Ben Lomond Market Survey

A Market Survey prepared by Zephyr Urban Management Associates (Sacramento) for the Town of Ben Lomond was prepared in conjunction with the Ben Lomond Town Plan and focusses upon the identification of the economic opportunities in the area of retailing and develops an outline of a plan of action for improving the economic environment in Ben Lomond.

The surveys identified reasons why people did (or did not) shop in the Village area and what new improvements would attract shoppers to the Town of Ben Lomond. The surveys also provide economic data which can be used by local businesses in determining their plans for growth. The specific components of the market survey and economic study include;

- (a) a geographic description and definition of the village's trade area,
- (b) an assessment of competing commercial areas, including market leakage based upon the results of a resident/shopper mail survey,
- (c) an inventory of vacant land and existing businesses by type and location,
- (d) completion of a resident/shopper survey and a business/property owner survey,
- (e) an analysis of the market potential for businesses likely to be attracted to Ben Lomond and

- (f) an outline for marketing and financing strategies for retaining and attracting businesses.

The Ben Lomond Market Survey was modeled on the recent market survey prepared for the town of Boulder Creek. Similar studies have been prepared for the unincorporated villages of Felton, Soquel and Aptos, utilizing a similar survey and report format to facilitate comparison among the various towns and interaction between the business groups in the villages that were studied.

Results of each of the individually prepared surveys indicates that a combination of physical improvements and business promotion will be required to attract additional investment and spending in each village. Specific physical improvements recommended include; improved parking availability, improved storefront appearance and the creation of a more pleasant and convenient pedestrian environment.

Trade Area Description

Downtown Ben Lomond is a relatively small, yet highly identifiable, commercial area totaling approximately 27.94 acres of land on which approximately 192,525 square feet of building floor area is located. The area is located in a resident trade area of approximately 2.37% of the Santa Cruz County population. The commercial area gross retail sales are estimated to be \$11.5 million. If gross retail sales were in proportion to the total Santa Cruz County retail sales, village gross retail sales would have been \$26.7 million (for 1988). Therefore, there is a significant potential for additional retail sales business in downtown Ben Lomond.

For the purposes of this study, the Ben Lomond Market Trade Area statistical base has

been identified as an irregularly shaped area extending approximately two and one-half miles from the intersection of Highway 9 and Main Street and encompasses all of Santa Cruz County Census Tract #1203. Based upon historical demographic data from the 1970 and 1980 census and projections based upon local and regional factors by National Decision Systems and Zephyr Urban Management Associates, the following is a brief summary of the Ben Lomond Market Trade Area;

- (a) population has grown 129% from 1970 (2,746) through 1988 (6,313) at an annual rate of 4.71%,
- (b) the number of households has grown a total of 148% for the 1970-1988 period at an annual rate of 5.18%,
- (c) the number of persons in the market area households is decreasing from a high of 2.72 in 1970 to 2.33 persons in 1988 and
- (d) median household income is \$28,741 for 1988 with per capita income at \$13,206. Of the five market areas studied (Aptos, Felton, Ben Lomond, Boulder Creek and Soquel), Ben Lomond is the second lowest in 1988 median household income and lowest in per capita income.

The Downtown Ben Lomond economic study area includes a total of 84 Assessor parcels totaling approximately 1,217,100 square feet with an average parcel size of 14,489 square feet. There is a total commercial building area of approximately 192,525 square feet, which represents a building coverage of 26.36%.

This building density is typical for an older commercial area and is more conducive to pedestrian activities than some of the other unincorporated villages in the county. Older

business areas generally range in coverage (retail density) from a high of 30% to a low of 18%. In general, areas with denser retail uses lend themselves to pedestrian activities, while areas with lower retail density tend to be more auto-oriented.

Ben Lomond has a considerable amount of unimproved commercial property. This is not typically the case in older retail areas and indicates that there is an opportunity for intensified retail use. A 1989 land use survey of Ben Lomond Village businesses indicates that the proportion of uses in the Town Plan study boundaries are;

(a) retail goods	1.3%
(b) retail services.....	8.7%
(c) eating/drinking.....	10.0%
(d) non-retail	17.5%
(e) residential	52.5%
total.....	100.0%

The majority of commercial uses are located in or near Mill Street or on Highway 9. While the proportion of land uses would indicate that neighborhood-serving businesses would have a secure client base, many residents who responded to surveys or attended town plan workshops, indicated that they perceived Highway 9 as a major barrier between their homes and local businesses. Similar comments were made in relation to parents feeling insecure about allowing children to cross Highway 9 to the Mill Street Park. Therefore, the ability for pedestrians to safely cross Highway 9 to reach the Mill Street business area and the River Park are identified as major goals of the Master Plan.

Resident/ Shopper Survey

Three hundred (300) surveys were randomly mailed to residents in the Trade Market Area and 110 (37%) were completed and returned. This is considered an excellent response, and in conjunction with the very high attendance at the Town Plan Workshops (between 95-225 people per workshop), indicates that the Ben Lomond resident population identifies strongly with the downtown area and is very concerned about the future of Ben Lomond.

While survey respondents indicated a strong allegiance to their downtown, they indicated that convenience was also a factor. Respondents indicated that they did not shop downtown on a regular basis because of limited selection and a perception that there were better prices and services elsewhere. Respondents indicated rather strongly (61%) that they would tend to increase their shopping in the area if Ben Lomond Super was expanded.

Survey respondents rated downtown Ben Lomond "good" for convenience and shopping hours, friendliness of sales people, safety during the evening, and quality of goods sold. They rated the area "fair" for attractiveness, quality of eating places, number of convenient parking spaces, number of events and special promotions, variety of goods sold and cost of goods sold.

The types of goods and services which respondents indicated a need or desire for included; gift shops, drug store, clothing store, health care, and a variety of food outlets from pizza and fast foods to a "quality restaurant".

Types of improvements recommended included; more and better parking, improved access from Highway 9 to existing businesses, "cleanliness", renovation of existing buildings rather than construction of new buildings and an area wide beautification.

Survey respondents indicated a wide variety of preferences for entertainment not currently

available in Ben Lomond. The overwhelming choice here was for a movie theatre (there were similar responses in the Boulder Creek and Felton surveys) and an athletic club. Furthermore, there was a great deal of concern related to the lack of activities for teenagers.

Based upon the responses to the resident/shopper survey, the primary competing areas for the three primary categories of retailing are:

- (a) Convenience goods (grocery, drugs, liquor, etc.)
 - 1) Scotts Valley
 - 2) Felton
- (b) Comparison/Shopping goods (apparel, linens, housewares, etc.)
 - 1) Santa Cruz
 - 2) Capitola
 - 3) San Jose
- (c) Specialty items (gifts, art, jewelry, etc.)
 - 1) Scotts Valley
 - 2) Santa Cruz

Business Owners Survey

As part of the Ben Lomond Market Area study, every business located in the downtown Ben Lomond area was mailed a four page questionnaire. The following is a summary of the response to the business owner surveys:

- 1) Of the business owners responding, 63% are tenants.
- 2) The majority of the buildings represented in the completed surveys were over 40 years old.

- 3) The majority of the business owners responding indicated that their business trends were generally "up" over the last 18 months. The greatest single response regarding the business climate in Ben Lomond over the past five years was that it "improved somewhat" (38%).

The business owner response indicated that the most important assets in downtown Ben Lomond were: (1) proximity to shoppers, (2) Ben Lomond Super Market, (3) Scarborough Lumber, (4) Park Hall and (5) the quaint and attractive atmosphere.

Respondents listed the "most important problems" as: (1) old and decaying buildings, (2) lack of parking and (3) speeding traffic. They also agreed that there should be an increase in promotion and advertising activities among Ben Lomond businesses.

In response to the question "what should occur in Downtown Ben Lomond, assuming financial resources are available", 47% indicated that the area should be upgraded with new street furniture, lighting and landscaping. A total of 42% indicated their interest in total revitalization of the area, including new buildings, more parking and wider streets, while 11% of the respondents wanted the area to stay exactly as is.

The responses regarding the point of origin of customers were: employees who work in Ben Lomond and local residents (30%), residents from the rest of Santa Cruz County (44%), and visitors from outside Santa Cruz County (26%).

The majority of business owners (71%) indicated that there should be an increase in promotion and advertising activities among businesses and 29% responded that they spent over \$1,000 annually for advertising and promotion. The majority of businesses (53%) indicated that they had no immediate plans for remodeling, enlarging, selling or closing their business.

Highway 9 Commercial Vacancy

The dilemma of vacancies and business turnovers on Highway 9 was not clearly addressed in either the property owner or business owner survey. However, some preliminary conclusions based upon an analysis of the Highway 9 setting and other data that was generated from these surveys indicates that a combination of the following issues may be factors:

- 1) The area is perceived as not being well organized and maintained.
- 2) Traffic and safety issues on Highway 9 may inhibit new businesses from locating on Highway 9.
- 3) The rent structure is relatively high for the level of retail business being produced and this may be a deterrent to some start-up businesses.
- 4) Those business operators or operations that can afford to pay these rents are not being attracted to Ben Lomond.
- 5) There is an insufficient concentration of retail activity to cause the area to be a destination for customers.

Several of these issues are being addressed in this Town Plan, including physical improvements to Highway 9 which will provide a safer area for pedestrians and motorists and also change the perception of the Highway 9 setting in Ben Lomond. A program for recruiting new businesses is also proposed later in this section of the Town Plan. Furthermore, proposed private sector improvements to both Scarborough Lumber and the Ben Lomond Super will enhance the architectural and landscape character of the Highway 9 frontage.

Market Potential

In order to develop an understanding of the range of market leakage in the Ben Lomond area the 1988 estimated gross retail sales is subtracted from the measured market potential for the Ben Lomond Market Trade Area. The measured market potential is the "spendable income" of residents in the Ben Lomond Market Trade Area and is estimated at \$50.8 million dollars when calculated from census tract data. Therefore, \$50.8 million dollars minus \$11.5 million (1988 estimated gross retail sales) equals 39.3 million dollars of spendable income not being spent in Ben Lomond. According to the resident/shopper surveys, this money is being spent in the City of Santa Cruz, Capitola, Scotts Valley and San Jose.

Another way to view market leakage is to compare gross retail sales per capita in Ben Lomond with the rest of Santa Cruz County. As was stated in the Trade Area Description section of this analysis, if Ben Lomond gross retail sales were in proportion to the total for Santa Cruz County, they would total 26.7 million dollars. By subtracting the 1988 estimated gross sales estimate of \$11.5 million, we can show that Ben Lomond is \$15.2 million lower in retail sales per capita than the County as an average. We can then say that the leakage from the Ben Lomond area is somewhere between \$15.2 million and \$39.3 million. A primary objective for commercial revitalization in Ben Lomond would be to recapture a portion of this local, spendable income which is currently going to other commercial areas.

There is a potential for retail development and expansion in all three major segments of retailing: convenience, comparison and speciality. With land coverage by buildings within the study area being a moderate 26% there would appear to be opportunities for new retail development, including the upgrading and

expansion of under-utilized properties. Examples of such opportunities include:

- 1) Developing the under-utilized commercial properties on Mill Street, west of Main Street and across from the River Park.
- 2) Developing community consensus on appropriate land use for the parcels at the intersection of Highway 9 and Fillmore Ave. adjacent to the Tyrolean Inn.
- 3) Developing cooperative parking among property owners with individual parcels on Mill Street across from Ben Lomond Super and Park Hall.
- 4) Developing other fine quality restaurants to complement the Tyrolean Inn. Several quality restaurants in the same vicinity draw increased patronage because patrons know they have a selection of restaurants to choose from (An example of this is in Soquel Village).
- 5) Promoting joint ventures such as an evening at Mountain Community Theatre with dinner at a local restaurant for a reduced price, or other promotional events that attract people interested in a variety of complementary activities.

The greatest asset of Ben Lomond is its convenience to the approximately 6,300 residents living in the market area, as well as those employed in the area. Therefore, the greatest retail growth potential is in the convenience goods retail category which includes such items as grocery, drug store and liquor. In this regard, the proposed expansion of the Ben Lomond Super Market should investigate the feasibility of incorporating convenience items such as a drug store, bakery, and possibly an automatic teller machine (ATM) to achieve a "density" of goods convenient to shoppers.

Marketing and Promotion Objectives

Any retail development and expansion, particularly with an objective of capturing an increased proportion of existing spendable income, must be accompanied by a well funded and easily implemented marketing and promotion program. In general, smaller retail outlets should be spending approximately 2% of their gross retail sales on advertising and promotions and an additional one-half of one percent (0.5%) on common or joint advertising with other businesses in the commercial area. Both Boulder Creek and Felton retail businesses have initiated successful common advertising in the last 12-18 months.

In order to effectively manage the common business affairs for the commercial area in Ben Lomond, there is a need for a business association. This association should include all retail and non-retail businesses in the study area and possibly those just beyond the study area boundaries. In addition to the more common objectives of business associations which include: joint promotions, lobbying for public improvements and educating, the Ben Lomond Business Association should:

- 1) Establish a new business recruitment committee to assist in recruiting new business (and retaining existing businesses) which complement the overall Ben Lomond commercial environment.
- 2) Establish a "business mix" or "clustering plan" which assists leasing agents in developing new businesses with complementary products (for instance locating a clothing store next to a shoe store) or complementary parking (two adjacent businesses which have different hours of operation).

- 3) Meet regularly with the Boulder Creek and Felton Business Associations to share skills and learn from other unincorporated villages' successes and failures.

Town Historic Analysis

As a part of the Ben Lomond Town Plan, a survey of historic development and structures was developed to (a) document historic land use patterns and (b) determine if existing structures contributed to a historic "fabric" that would justify development of a historic district.

The original 1887 subdivision map by surveyor T.W. Wright (on page 47) illustrates that Ben Lomond retained most of its initial town parcelization. Mill Street was the original town center and focused on railroad and logging uses. What is now Highway 9 was the Felton and Pescadero Railroad line.

As the Historic Evolution Map on page 48 illustrates, by 1926 Ben Lomond had expanded north from Mill Street to the Central Avenue area.

Buildings considered historically important and listed on the Santa Cruz County Historic Resources List are primarily houses or former inns and hotels, many showing evidence of Ben Lomond's Scottish origins.

The Existing Historic Structures Map (on facing page) shows that the existing historic structures are scattered throughout the Town Plan Study Area and do not provide a significant historic architectural fabric.

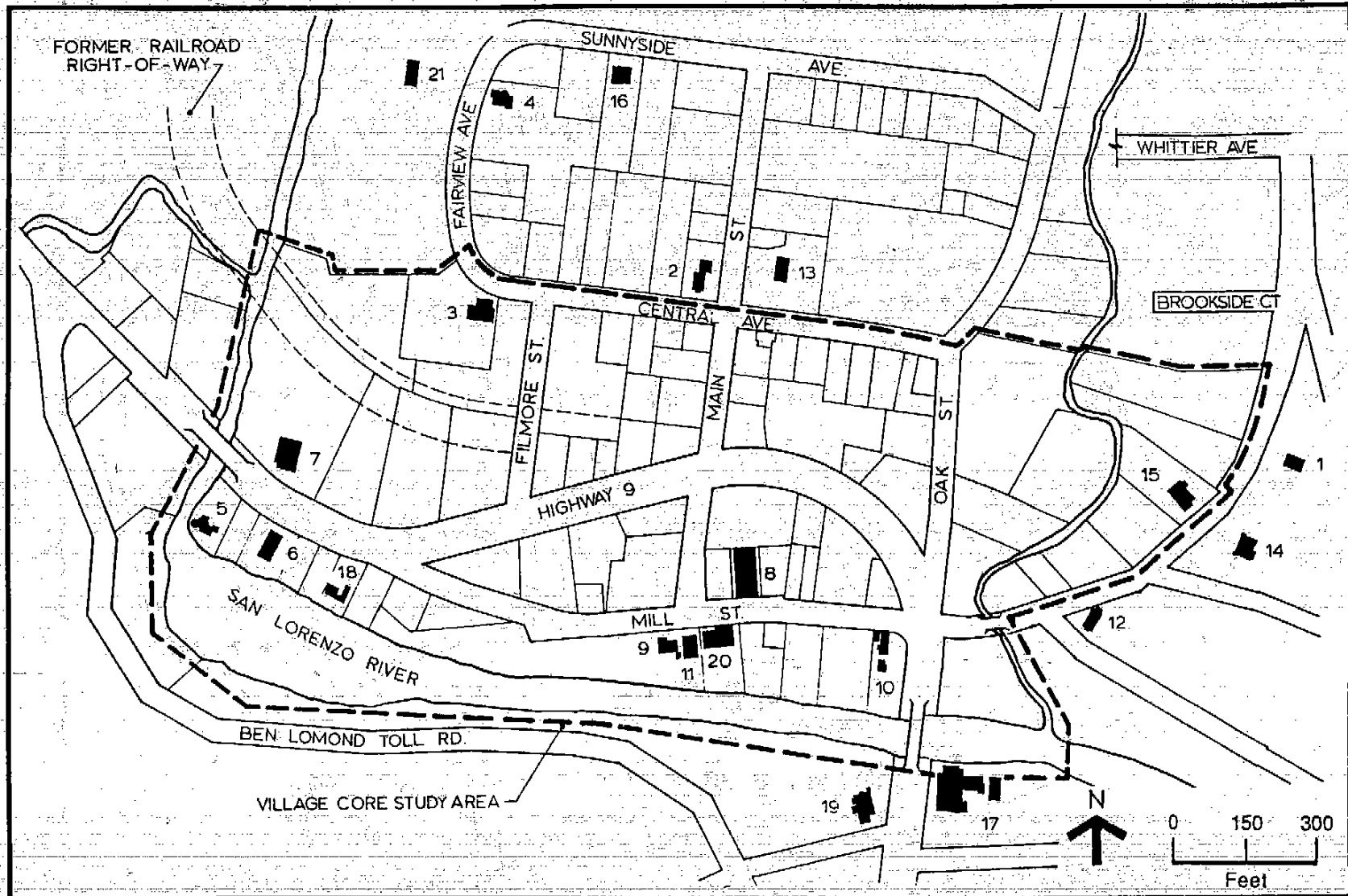
Because the presence of an existing historic fabric is a key element in establishing a State Historic District, a Historic District for Ben Lomond is not recommended.

Many of the historic structures located on Mill Street including Park Hall, Wilder Hall and the Branch Library are recognized by the community for their past and present social and cultural contributions to Ben Lomond.

Key to Existing Historic Structures:

- | | |
|---|--|
| 1. Hammond Residence
9560 Brookside Avenue | 12. St. Andrews Episcopal Church
— Riverside Ave. at Glen Arbor |
| 2. Wee Kirk Presbyterian Church
Central and Main Streets | 13. Triplett Residence
222 Main Street |
| 3. Ben Lomond Hotel Club House
225 Fairview Avenue | 14. Shorey Residence
9500 Brookside Avenue |
| 4. Kenville Residence
280 Fairview Avenue | 15. Corbett Residence
9525 Brookside Avenue |
| 5. Weatherly-Howden Castle
Highway 9 | 16. Residence
9551 Sunnyside Avenue |
| 6. Jones Residence
9655 Highway 9 | 17. Dickinson Hotel
9244 Highway 9 |
| 7. Cody Residence
9666 Highway 9 | 18. Craggie Lee Cottage
9625 Highway 9 |
| 8. Park Hall
9400 Mill Street | 19. Fernside
110 Hillside at Highway 9 |
| 9. Ben Lomond Library
9525 Mill Street | 20. Oak Saloon
9407 Mill Street |
| 10. Hessey Residence
9335 Mill Street | 21. Ben Lomond Hotel Cottage
275 Fairview |
| 11. Wilder Recreation Hall
9527 Mill Street | |

Existing Historic Structures



TOWN
OF
BEN LOMOND
IN SANTA CRUZ COUNTY
LAID OUT BY
J. PIERCE
SEPTEMBER 1907
T. M. WRIGHT SURVEYOR

N
0 150 300
Feet

1/4 SEC. LINE

LORENZO RIVER
SAN LORENZO RIVER
Sunnyvale Ave.
Central Ave.
Main St.
Flood St.
Riverside Ave.
Ben Lomond Ave.
Brookside Ave.
Love St.
Flood St.
Mill St.
County Road

PARK
LOG POND
Saw Mill
BARN

RAILROAD

Historic Evolution Map

